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ABSTRACT

Proceedings are presented from a conference of over 1,000 people, the purposes of which were (1) to look at the future of vocational education, (2) to examine the influences which make an impact on present and future vocational education decision and policymakers, and (3) to arrive at a suggested national policy for vocational education. Sections 1 and 2 are conference opening remarks and the keynote address, "Education for Work--A National Imperative," by Congressman Albert H. Quie. Section 3 consists of abstracts of six major addresses: Education for What? The Place of Skill Acquisition; Vocational Education Policy; The Future of Vocational Education; The Future of Vocational Education: A Youth Perspective; and The Future of Vocational Education: A Student Perspective. Abstracts of 15 forum presentations constitute section 4: An Economist's Message; Labor and Vocational Education; International Issues; Competence Based Education; Sociological Dimensions and Considerations; Demographic and Employment Perspective; Meeting the Needs of the Handicapped; Guidance and Counseling; Delivery Systems of the Future; Meeting the Future Vocational Needs of Native Americans; Managing Technological and Organizational Change; Future Vocational Education Delivery Systems; Future Political Impact; What Should Be Taught in the Future; and The Future Participations of Minorities and Women. The final two sections are a five-page conference summary statement and a statement on the future of vocational education by Albert J. Pautler. (LAS)

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THE FUTURE OF VOCATIONAL EDUCATION

A Report on the National Bicentennial Conference on Vocational Education

Albert J. Pautler, Jr. Editor
Professor, State University of
New York at Buffalo

U S DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

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The National Advisory Council on Vocational Education
Washington, D.C.
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THE CONFERENCE PAPERS

The full texts of the papers commissioned by NACVE for the Conference may be obtained from
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For further information contact the Center

Congressman Albert H. Quie
Honorary Conference Chairman

From left to right, **Dean Dannewitz,** General Conference Convener; **Dr. Duane R. Lund,** Conference Chairperson; **Larry Kitto,** Chairperson, Minnesota State Advisory Council on Vocational Education

The National Bicentennial Conference on Vocational Education was held in Minneapolis, Minnesota on October 10-13, 1976. The Conference was sponsored by the National Advisory Council on Vocational Education (NACVE) and the State Advisory Councils on Vocational Education (SACVEs). This conference report was prepared by the staff of the National Advisory Council on Vocational Education. However, the opinions expressed herein do not necessarily reflect the position or policies of the National Advisory Council on Vocational Education or the State Advisory Councils on Vocational Education, and no official endorsement should be inferred.

MANDATE

"The National Council shall —

A. advise the Commissioner concerning the administration of, preparation of general regulations for, and operations of, vocational education programs supported with assistance under this title;

B. review the administration and operation of vocational education programs under this title, including the effectiveness of such programs in meeting the purposes for which they are established and operated, make recommendations with respect thereto, and make annual reports of its findings and recommendations (including recommendations for changes in the provisions of this title) to the Secretary for transmittal to the Congress; and

C. conduct independent evaluations of programs carried out under this title and publish and distribute the results thereof."[1]

In addition to the above duties, the legislation states a specific charge regarding review and reporting:

"The National Council shall review the possible duplication of vocational education programs at the postsecondary and adult levels within geographic areas, and shall make annual reports of the extent to which such duplication exists, together with its findings and recommendations, to the Secretary. In making these reports, the Council shall seek the opinions of persons familiar with postsecondary and adult vocational education in each State from schools, junior colleges, technical institutes, and other insitutions of higher education, as well as from State boards of education, State junior college boards, and State boards of higher education, and persons familiar with area schools, labor, business and industry, accrediting commissions, proprietary institutions, and manpower programs."[2]

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[1]P.L. 90-576, Sec. 104 (2)

[2]P.L. 90-576, Sec. 104 (5)

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FOREWORD

This report is based upon the National Bicentennial Conference on Vocational Education, and it would seem essential to provide background information on how the Conference came about originally.

In assessing its goals, the National Advisory Council on Vocational Education (NACVE or Council) felt that it would be useful to make a projection of the future of vocational education. One of the Council Members wrote a paper on the future of vocational education. It was also thought that a perspective of vocational education should be obtained from a variety of sectors — business, industry, labor, legislators, political scientists, economists, and others who could give an objective point of view on this specialized form of education. Since the Bicentennial Year was approaching, it was decided that a Bicentennial Conference on Vocational Education should be held in October 1976 which, while taking into account the historical and current phases of vocational education, would be future-oriented, and would take a "fresh look" at vocational education from a variety of viewpoints.

since a joint NACVE and State Advisory Councils on Vocational Education (SACVE) meeting is customarily held in the spring and fall of each year, it was decided that the Conference would be held in lieu of the fall joint meeting, and the SACVE's were asked to participate in planning and hosting the Conference. They agreed to this arrangement. Since it was the turn of the North Central Region to co-host a joint meeting, Minnesota was the state chosen, and Minneapolis the city for the site of the Conference.

The purposes of the Conference were to look at the future of vocational education, to examine the influences which make an impact on present vocational education decision and policymakers, and those who may do so in the future, and to arrive at a suggested national policy for vocational education as called for in the Council's latest Report. (*A Call For A National Policy on Vocational Education, 1975.*)

A Conference planning committee was formed to handle the program and details involved in such a large and significant undertaking. The presentations decided upon by the Conference committee were aimed at suggesting what society might be like in the future, what the needs of society might be, and how these facts might be related to vocational education in the future. The Conference planning committee decided that such a program of work would include six topical areas of concern. These areas were as follows:

- future vocational education delivery systems;
- future international aspects of vocational education systems;
- the demographic considerations of the future;
- what should be taught in the future;
- the special needs of minorities, disadvantaged, handicapped, and women;
- future economic, political, sociological impact on vocational education planning.

The Conference planning committee then obtained leading experts to prepare papers and to present their ideas at the Conference. The purposes of presentations at the Conference were as follows:

1. To increase the ability of those concerned with vocational education to look at the future.
2. To examine the influence of forces which make an impact on vocational education decision and policymakers; to explore those factors which may influence vocational education in the future.
3. To ascertain potential vocational education policy framework and guidelines which might be developed to meet the needs and demands of the future.

The papers were prepared, the Conference held, and presentations made to over one thousand individuals, representing all the States, and from a variety of backgrounds including business, industry, labor, government, and education. The Conference is

history. The papers are record, and should be available for public use in the near future. The National Advisory Council on Vocational Education is giving serious study to the papers, presentations, and reactions from those attending the Conference.

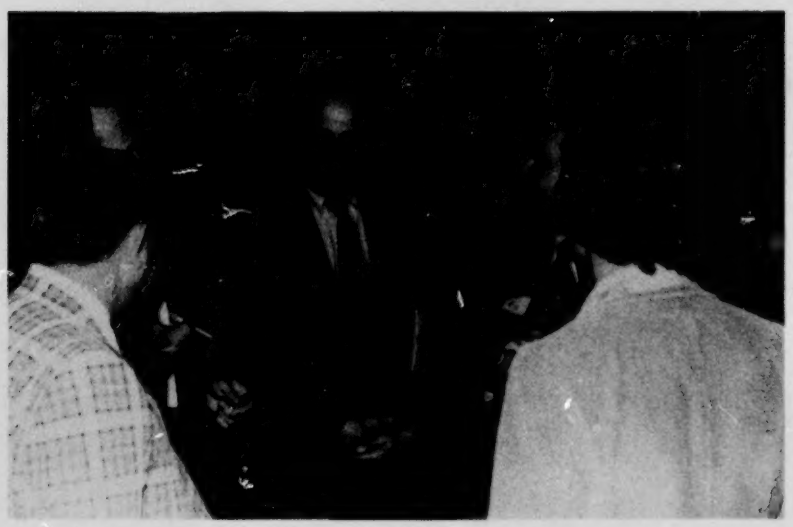
Many individuals too numerous to mention in this foreward had a part in making the Conference a success. NACVE would like to thank Congressman Albert H. Quie, Honorary Conference Chairman, and Ranking Minority Member, Committee on Education and Labor, United States House of Representatives for his support and involvement in the Conference. The Conference Chairman was Dr. Duane R. Lund, Superintendent of Schools, Staples, Minnesota and Member of the National Advisory Council on Vocational Education. Dr. Lund worked closely with the Conference planning committee in handling arrangements for the Conference. Special thanks should also be extended to Larry Kitto, Chairperson, The Minnesota State Advisory Council on Vocational Education and Dean Dannewitz, General Conference Convener, and Staff Director, The Minnesota State Advisory Council on Vocational Education for all their hard work and efforts which helped make the setting for the Conference so ideal.

My special thanks are also extended to Mr. Reginald E. Petty, Executive Director of the National Advisory Council on Vocational Education and all the Council staff who worked so hard preparing for the Conference and during the course of the Conference.

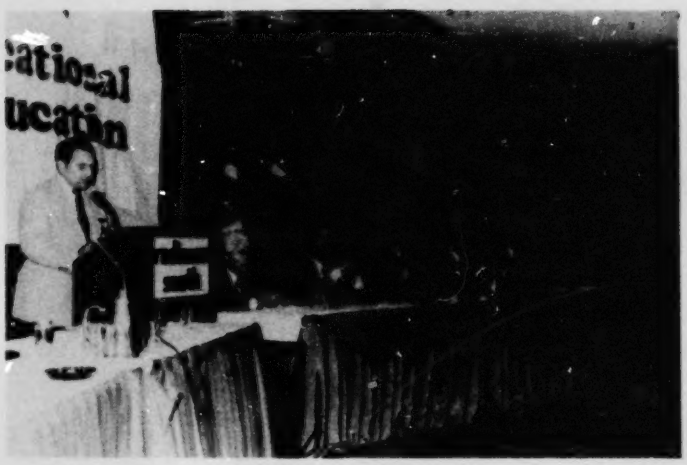
NACVE wishes to thank and recognize the work put into this Conference Report by Dr. Albert J. Pautler, Jr., Professor, State University of New York at Buffalo, who spent a portion of time during the fall of 1976 while on sabbatical leave on the staff of the Council.

The members of the Council hope that this report serves a valuable function to those who attended the Conference and for others who were not able to attend the Conference. Reader input would be appreciated by the members of the National Advisory Council on Vocational Education.

John W. Thiele
Chairman



CONFERENCE OPENING REMARKS



by Dean Dannewitz

I am Dean Dannewitz, Executive Director, of the Minnesota State Advisory Council for Vocational Education, the host council for this conference.

This conference is co-hosted by the central states region SACVES, which are Michigan, Ohio, Indiana, Illinois, Wisconsin, Minnesota, Iowa, Missouri, Kansas, Nebraska, South Dakota and North Dakota.

The conference is sponsored by the state and national advisory councils for vocational education which were created by the Congress with the passage of the Vocational Education Act of 1963, as amended in 1968. The members of each advisory council are drawn from business, labor, education, and the general public and are charged by law to advise and make recommendations concerning the state or national vocational educational programs and to make annual reports to state boards of education, the United States Commissioner of Education, or, in the case of the National Advisory Council, to make reports to the Secretary of Health, Education, and Welfare for transmittal to Congress.

To celebrate this Bicentennial year of 1976, we started planning one year ago to go beyond the usual format of these joint conferences. The result is the program you have before you. We have encouraged you people — people from business, labor, economics, political science, education, and many other disciplines and professions, to join with the council members for a futuristic look at vocational education. By this process we hope to bring together different perceptions and points of view as to the future of vocational education. The plan of this conference is to encourage the participation of everyone in the sessions. We will have general sessions here in the great hall which everyone will attend together. The plan is to have the speaker present an abstract of a major paper that has been prepared before this conference. There will then be a discussion panel similar to the "meet the press" format which will question the speaker and discuss the points of view presented. We hope that this will prove to be a lively exchange. The panelists have been selected from business, labor, education, and special interest areas. After each panelist has had the opportunity to question the speaker, questions may be directed from the floor to the speaker or to the panelists. We will be limited only by time.

In the individual forum sessions the format will be much the same except there will not be a discussion panel. You will be the panel. Please do not hesitate to participate because we want this to be a forum of your ideas; the success of this type of conference depends on you.

SECTION II

KEYNOTE ADDRESS

by Congressman Albert H. Quie

EDUCATION FOR WORK—A NATIONAL IMPERATIVE

I deeply appreciate having been selected honorary chairman of this Bicentennial Conference on Vocational Education. I am delighted that the National Advisory Council chose Minnesota as the conference site. And since there are others who deserve this honor more than I, one discerns some connection between the selection of the site and the designation of the honorary chairman. In any event, it is a happy occasion for me and an important one for us all.

A national centennial is an occasion not only to celebrate the events and achievements which have brought us so far, but also to determine where we are and where we have yet to go. It is a time to take stock. It is a time to look ahead. And that is what this conference is all about. The participants in this conference are drawn from the leadership in education, business and industry, labor, and community affairs in communities all across the Nation. You have assembled some of America's foremost experts and scholars in the fields bearing upon vocational education to help lead your discussions. And the focal point of your concern is one of urgent national interest.

Vocational education is first and foremost education for work. Effective education for work is not merely one item in a laundry list of national concerns — it is a national imperative.

It is time that we clear away the underbrush of rhetoric and rationalization which obscure our view of the greatest contemporary cause of economic and social malfunction — the inability to perform a useful, available job. Today almost all available jobs require basic academic and specialized job skills; there are fewer and fewer useful jobs without such requirements. Even in an economic downswing, the person with skills has hope of finding a job; when the economy turns upward the hope becomes a certainty. But we have left all too many people today without skills and without hope — people who experience chronic joblessness and chronic despair.

People do not aspire to joblessness, to dependence, to despair, or to crime. They certainly do not wish for these things for their children. People aspire to productive employment as a basic goal in life, as well as a means to the achievement of other goals. An education which does not lead to productive employment is a "luxury" few can afford; for most persons it is a tragic waste.

The realization of the extent and consequence of the waste of human resources in our society is, of course, the reason we are gathered here. Our bicentennial reflections have reaffirmed our ability as a people to make great dreams a reality. As a free people in a Nation founded on the principles of freedom, we are willing to recognize and take responsibility for our problems and the needs of our fellow citizens. We are responsible and we are responsive. Our whole history is one of great challenges met and enormous difficulties overcome. Surely we can overcome the problems which lead so many of our fellow citizens to economic dependence. We already have the tools. We have a system of free public education available to all which is augmented by good private schools. Within that system we have a vocational education component stronger than it has ever been, and incomparably better than it was a mere decade ago. Our task is to learn to use these tools effectively. We must make our institutions as responsible and as responsive as our individual citizens.

I am absolutely confident that we shall have accomplished that task before we are very far along in our third century as a Nation. Your participation in this Conference, and the fact that you represent to a remarkable degree a cross-section of the whole American people, is a good indication of success.

As we examine the problems confronting us it is useful also to glance back. Among other uses, a look back can give us courage.

The Smith-Hughes Vocational Educational Act became law nearly sixty years ago, in February of 1917 — near the end the 63rd congress, as a new Presidency and a new Congress did not then begin until March 5 of the year following election. The bill, S. 703, had first passed the Senate on July 31, 1916. It had then been taken up in the House and had been unanimously reported by the House Committee on Education, under the Chairmanship of

Representative Dudley M. Hughes of Georgia. Senator Smith, also of Georgia, had introduced the bill in the Senate. Ironically, by the time the bill reached the House floor in January of 1917 Representative Hughes had been defeated for renomination and was a lameduck Chairman guiding a major bill through the House. Nevertheless, he was very successful. Despite the fact that it was recognized as landmark legislation pointing toward a major federal role in education, it passed both the House and the Senate by voice vote. In the House, only one Member—a Democrat from Texas, I am happy to report—spoke against the bill on the grounds of his fear of the beginnings of federal control of education. The objection was not given much credence.

Not unlike the 1963 Vocational Education Act, the Smith-Hughes Act was solidly based upon the findings of a blue-ribbon commission, appointed by President Wilson in 1914 pursuant to a Congressional Resolution. As many of you recall, the 1963 act was based upon the recommendations of a commission appointed by President Kennedy and chaired by Dr. Martin Essex of Ohio. The 1914 panel, like that of 1962, was broadly representative of business and industry, labor, education, the Congress, and the general public. Remarkably for those days, its membership included two women. Unlike the 1962 commission, the one formed in 1914 actually drafted the legislation which was introduced in Congress.

As a result, the bill had very broad support in the country — it was endorsed by such organizations as the American Federation of Labor, the National Education Association, the National Grange, and by business and industry groups — and it had very broad bi-partisan support in Congress.

It is interesting to go back and read the debates on S. 703 which occurred during 1916 and 1917. Interestingly enough, on the very eve of our entry into World War I, national defense was scarcely mentioned as a reason for approving a vocational education bill. But the superiority of Germany in industrial and agricultural production was cited frequently, and Germany was held up as a model of opportunity for all young people to obtain a vocational education. During the debate in the House on January 9, 1917, for example, Representative Candler of Mississippi made this comparison:

> *"In this whole country there are fewer trade schools than are to be found in the little German Kingdom of Bavaria, with a population not much greater than that of New York City. There are more workers being trained at public expense in the city of Munich alone than in all the larger cities of the United States, representing a population of more than 12,000,000. It is substantially true that practically every German citizen who could profit by it may receive vocational training for his life work in schools and classes supported out of the public treasury, and this accounts largely for the efficiency and progress of the German people."*

Perhaps recognizing that they were acting too late to help win a possible involvement in war, Members of Congress in this debate expressed a deep concern that America might lose the struggle for economic and commercial supremacy after the war.

There was also a conviction that the benefits of scientific agriculture had to be more widely utilized. The sponsors of the Smith-Hughes Act saw it as building upon the Land Grant College Acts of 1862 and 1890 — the Morrill Acts — and particularly upon the Smith-Lever Act of 1914 which established our system of agricultural extension work at the county level. Senator Smith saw his bill as a means of bringing that work to the town level and of working directly with farm children as the extension agent worked with their parents. It was hoped also that this would slow the precipitous shift of population from rural to urban areas.

There was expressed a concern about urban crime, a large proportion of which even then was attributable to unemployed youth. There were concerns expressed about the political effects of lack of proper education of the sons and daughters of working people and of recent immigrants—the fear of growing influence of anarchists and socialists. But the main concern expressed over and over again in those debates was for people—for making real and tangible the American promise of equal opportunity. From the outset, that really was what the national vocational education acts were all about. As Senator Smith expressed it:

> *"Each year 2,500,000 graduate from our elementary schools, proud and confident of having accomplished the first great task of their lives in successfully finishing their eight years' course with credit. An equal number of children, a vast army of two and a half million, most of them only 14 years of age, leave the same schools discredited, unsuccessful, aimless, most of them having gotten no further than seventh grade, not educated in any sense, but only possessed of the rudiments whereby real education may be acquired. They have been schooled only in how to fail."*

With a change in grade levels and numbers, how true that is even today, after more than a half century of vocational education and with educational opportunity, at least in theory, open to all at all levels. But while we tread warily around the so-called "class issue" — the fact that a disproportionately high percentage of young people from low and lower-middle income families take advantage of vocational opportunities — the proponents of the Smith-Hughes Act met it head-on. They saw saleable skills as a means of self-sufficiency and social mobility which otherwise would not be available. They saw vocational education as an opportunity for all, but most particularly for the sons and daughters of working people and farmers. As Senator Smith argued:

> *". . . less than 2 out of every 100 of our American boys and girls ever reach the college or university. Indeed, more than nine-tenths of them never pass from the elementary school to the high school . . . It is now generally conceded that the only way in which the average boy . . . can be induced to continue his school life is by showing him that what he is to learn . . . will enable him to command a better wage when he goes out into the world . . .".*

In the House, Representative Sloan of Nebraska, summarized our educational situation in those days and made this argument for vocational education:

> *"Eighty-five percent of the children entering our public schools leave before they are 16 years of age; less than 8 percent of our students entering the high school graduate therefrom. Few young men or women learn a trade. In fact, learning a trade through the old course of apprenticeship is seldom followed. And yet coordination*

of skilled hand and disciplined brain is more imperatively demanded now than ever before. The individual needs it for his own physical and intellectual development. The Nation needs it that its citizenship may be effective in the arts of peace and the methods of war."

Upon this same kind of analysis, and pointing out the limited opportunities for the children of working people, the legendary Samuel Gompers, President of the American Federation of Labor, strongly endorsed vocational education. President Wilson's Secretary of Commerce, William C. Redfield, had long been President of the National Society for the Promotion of Industrial Education. It was at a meeting of that Society, held here in Minneapolis in January of 1916, that Secretary Redfield emphatically rejected the argument that vocational education is an attempt to freeze people into economic or social classes. He said:

"We seek the opportunity for personal growth, the expansion of individual power. the open door to life in which men and women might find themselves . . . We expect to add to labor's self respect, and give back some of its lost dignity and restore pride in good workmanship and a fine product. . . .

"We believe that the education to seek to promote is not class education, that it is not to educate the workman to be only a workman. It is that. It is much more than that . . . .

"We do not seek, as some, to educate our children into the mill . . . It is no part of our creed and no fair inference from it that all are to be worked in the work of industry . . . We would both train and select and give scope to every aptitude. We would, however, have them do not only with their minds but with their brains what their hands find to do."

I think that would be a fair statement of our intentions today for vocational education. I have attempted to present this glimpse of the beginnings of federal support for a system of vocational education in order that we might put the problems of today in better perspective. Economic and social conditions, and education, have changed in ways that were unimagined in 1917. Yet there is an abundance of the same kinds of human needs to be met. Vocational education exists not as a haphazard experiment, but as a strong and viable component of a vastly expanded education system; and it is capable of meeting the needs of our time.

There is another reason for looking back. I think we need to remind ourselves that vocational education in large measure succeeded in the great task set before it. True, when Congress and the Nation next made a searching examination of vocational education in 1962-3, we found it woefully inadequate to the needs we recognized then. But that was 45 years later. In those 45 years, millions of sons and daughters of farmers and workingmen and immigrant families, as well as those higher on the economic scale, had profited mightily from vocational education. I think it is an important point to make — and one we must keep in mind for the future — that vocational education became a victim of its own success. Although the times and needs had vastly changed, vocational education was doing so well what it was designed to do in 1917 that it refused to do anything else. It had become stuck in time, and how well I remember the anguish of leading vocational educators when the Congress in 1963 determined to get it unstuck. One of the prime functions of the National and State Advisory Councils on Vocational Education is to see to it that it does not become stuck in time again. From the theme of this conference — "Vocational Education for the Future" — it is apparent that this function is being carried out.

As you know, we have just completed work on comprehensive amendments to the 1963 Act. It is our hope and belief that in very significant ways these changes in the federal statute are designed to assure that we meet future needs in vocational education. While it is not my purpose to describe in detail the new law — which incidentally will become operative for fiscal 1978, leaving present law unchanged for one year — I would like to highlight some of its provisions.

First, we changed the structure of the Act. Seven existing program authorizations [one from the Education Professions Development Act], plus two new ones, are folded into a single grant to the state. Eighty percent of that grant may be used for operating programs and 20 percent for support programs such as research, innovation, curriculum development, counseling and guidance, and pre-and in-service personnel training. Five percent of the total grant must be spent for counselling and guidance activities, and these must include programs to utilize people from business and industry in school counselling and to give school counselors an opportunity to obtain useful experience in business and industry. We retain categorical grant programs for bilingual training, consumer and homemaking education, and special programs for the disadvantaged, and add a new one for emergency assistance for remodeling and equipping facilities in economically depressed urban and rural areas. But the overall thrust is one of major program consolidation. We feel that this will retain the needed emphasis on certain programs — such as cooperative education — while permitting far more flexibility in the use of funds to meet changing needs in States and localities. In view of the natural resistance to the consolidation of programs, this must be regarded as a major accomplishment. We were able to do it because we had the support of the Administration, the American Vocational Association, the National Advisory Council, and many State Advisory Councils.

Second, the new legislation thoroughly ventilates the planning process, opening it up to the whole range of educational interests in each state and to the State Advisory Councils. I hope that our action does not result in hyperventilation! Our intention is not to take the planning function away from the state board of vocational education — we quickly rejected the Senate provision which would have done that — but to assure that there is active participation in the process of every group and agency with a legitimate interest in it. At the same time, we tried to make the planning process much more meaningful, so that the state plan would become a genuine blueprint for action rather than a document to comply with the federal statute. We have provided for a long-range, five-year state plan with an annual accounting of progress in meeting the goals set forth in it. The compliance aspect is reduced to a general application kept on file with the Commissioner of Education. The long-range plan must embody a careful assessment of existing and projected manpower needs in each state and a description of how vocational programs are designed to meet those needs. This kind of planning, tied to much more

SECTION III

ABSTRACTS OF MAJOR ADDRESSES

EDUCATION FOR WHAT?

by Willard Wirtz

Attorney, consultant, and author, is President of the National Manpower Institute in Washington, D.C. United States Secretary of Labor in the cabinets of Presidents Kennedy and Johnson, Wirtz is presently a partner in the Washington law firm of Wirtz and Gentry; Chairman of the Board of Curriculum Development Associates; President, Citizen Involvement Network; and a Trustee of The Amherst College. A former teacher of law and an experienced labor arbitrator, two of his best-known books are **Labor and the Public Interest** *and* **The Boundless Resource: A Prospectus for an Education/Work Policy.**

It is essential to develop a fuller youth opportunity policy which gives as much consideration to the work elements in the education-work relationship as has been given to the education elements.

A first step toward this development is to recognize the increasing emergence of a youth work concept and situation sharply distinct from adult employment and unemployment. There should be new forms, definitions, and procedures for measuring youth employment and unemployment, separate from the adult counterparts.

A second necessity is for the establishment at the local community level of processes and instrumentalities (Community Education-Work Councils) permitting the collaborative undertaking by the schools, employers and labor unions, and representatives of the community at large, of responsibility for a youth opportunity program which cannot be developed by any of these groups acting alone.

Third, some form of publicly subsidized youth employment *and service* program is emerging rapidly as a necessary element of an effective fuller youth opportunity policy.

"youth work is simply the beginning of adult work"

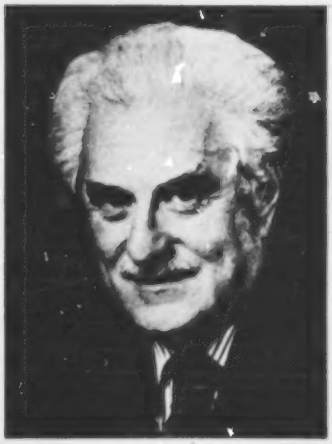
The function of vocational education in the effectuation of such a policy goes far beyond preparing young people for their first jobs, to include giving them occupational and career versatility and a capacity for the constructive use of their leisure. Separate but equal development of "vocational" and "liberal arts" interests and talents, through separately institutionalized systems, is a mistake; *all* young people should be given *both* kinds of training.

The ultimate answers to increased youth unemployment, and unemployment generally, lie in the development of a whole new economics and politics of growth based on the fuller development and use of the limitless human resource rather than so largely on the exploitation of natural resources which are in limited supply.

THE PLACE OF SKILL ACQUISTION IN NATIONAL MANPOWER POLICY

by Eli Ginzberg

A member of the faculty of the Graduate School of Business, A. Barton Hepburn Professor of Economics, and Director of the Conservation of Human Resources Project, The Columbia University. In addition, he is Chairman of the National Commission for Manpower Policy and Chairman of the Board, Manpower Demonstration Research Corporation. A consultant to private business organizations, the U.S. Departments of Health, Education, and Welfare, State, Defense, Labor, and the General Accounting Office, Ginzberg is the author of more than fifty books primarily in the field of human resources and manpower, including **The Human Economy, The Manpower Connection, Career Guidance,** *and* **Men, Money and Medicine.**



The Education Amendments of 1976 require the manpower arm of the federal government and vocational education in the federal government to relate to each other. One member of the National Commission for Manpower Policy will sit on the National Advisory Council on Vocational Education and one from the Council will sit with the NCMP. Congress also stipulated that each body will have to comment on the other's annual report. I believe the legislation also requires some coordination on the research front. It is unusual for Congress to move this way. Apparently it did so because it concluded that it made no sense to have vocational education go down one channel, and the manpower effort down another, thus relating to one another only by accident rather than by design.

We have to face the fact that vocational education is considerably more expensive in terms of operating dollars, and more difficult to staff and maintain on an up-to-date basis than ordinary classroom instruction. Hence, each community must think through quite hard-headedly what kind of skill centers it needs for youth and for adults, for women re-entering the labor force as well as for older people already in the labor force, because one cannot have five or six different occupational systems competing, all of which are properly staffed, properly financed, and using modern equipment. You will have four lousy systems instead of one good system, and I'm pleading for one good system.

"the issue of what should be taught in high school must be looked at with care"

I use the words "skill acquisition," not vocational education or manpower services. I believe that many young people leave secondary school systems either at graduation or before, lacking basic competences, without which they will be unable to take their place in the world of work and in society. Many do not know how to cope with the most elementary tasks such as showing up at work on time, to respect authority, to read directions, to write a report. These lacks have little if anything to do with vocational education. But if these competencies do not exist, then I don't know where to begin to discuss skill acquisition. We must begin right here to ask, "What's wrong with the school system?" "What's wrong with society, that after two hundred years or more of compulsory education in this country, many youngsters are coming on to the labor market unprepared to participate?"

Employability and employment are congruent, not identities. Employability skills are critical for running a technical economy, but employability without employment is double frustration. So I tried to indicate to you how I think, and what I think. Let me say that you will have to wait until the end of the year (1976) to find out what the National Commission for Manpower Policy thinks.

ON THINKING ABOUT VOCATIONAL EDUCATION POLICY

by Henry David

Professor of Public Affairs at the Lyndon B. Johnson School of Public Affairs, The University of Texas at Austin. His current professional activities also include the position of Chairman of the Board of Trustees of the Institute for the Future, consultant to the Organization for Economic Cooperation and Development [Paris] and the International Institute for Applied Systems Analys's [Laxenburg, Austria]. A Benjamin Franklin Fellow of the Royal Society of Arts, David is a member of several advisory councils and journal editorial boards, as well as author or editor of books and articles in the fields of labor, history, manpower, education, science policy and futures research.

Policy making is a problem-solving activity, but it is also more than that insofar as it is an "originative art." It is an originative art because the critical process in policy making is choosing among *thoughts* and because such decision making constitutes an act of the imagination. If problem solvers may be represented as "truth-seekers," then originative policy makers may be perceived as functioning as "truth-makers."

It has been asserted that there is no "national policy toward vocational education," and that "Nothing is really certain about the future of 'vocational education' except the instinct for self-preservation." Such observations reflect current dissatisfactions with the sense that a national policy toward vocational education is merely what a highly decentralized, publicly maintained and operated enterprise identified, with considerable ambiguity, as vocational education in fact does on a day to day basis. It also reflects the view that vocational education policy falls short of displaying features of clarity and economy of goal structure, as well as coherence and internal consistency in the means stipulated for fulfilling stated goals, that it should.

Existing paradigms of policy thought in the area of vocational education can be disturbed and fresh strategic approaches to policy can be developed if four tasks are undertaken. One is a disinterested examination of the admittedly overloaded goal structure commonly associated with vocational education. The second, flowing from the first, is a reconsideration of the expanded number of functions that vocational education is expected to perform. The third is an appraisal of the larger social and economic policy context within which the federal, state, and local public policies for vocational education are located and with which they are assumed to interact with some positive consequence. The fourth task is inquiry into the state of the available knowledge and information that is functionally useful for policy formulation, implementation, and evaluation. Understanding of what kinds of information about the "undisclosed" future are available and usable is essential because policy behavior is a conscious attempt to shape a future.

"The invention of fresh strategic approaches to public policies for vocational education"

Three words characterize much of policy behavior. They are "Faith, Hope, and Scarcity." Policy making rests upon a faith in the power of human intelligence to so order human affairs through political processes as to better the human condition. It is nurtured by the hope that the perception of the condition prompting action is soundly based, that the actions to be taken correspond to purpose, and that the changes sought will make a positive difference in the human condition. Finally, policy making is attended not only by scarcities of resources, which impose constraints on purpose and action, but also by scarcities of will, imagination, and knowledge that matter even more.

THE FUTURE OF VOCATIONAL EDUCATION

by J.P. McFarland

Chairman of the Board of General Mills, Inc., and a member of the Board since 1963. He was elected President and Chief Executive Officer in 1967. Active in many business and civic groups, McFarland is also Chairman of the Board of the Federal Reserve Bank of Minnesota and 1976 Chairman of the Minnesota United Way Campaign. He is a Board Member of Shennandoah Oil Corporation, Houston, Texas; Northwest Bell Telephone; Prudential Insurance Company; Toro Company; the Boys Club of Minnesota; Grocery Manufacturers of America; Minnesota Orchestral Association, and Trustee of the Minnesota Private College Fund.

As a businessman and chairman of a company that employs some 52,000 people worldwide, I look with great personal interest at the vocational-technical schools in this country and what they are accomplishing. Frankly, I like what I see. I believe we are turning out a generation of people who, in a highly technological age, have a respect for the dignity of work, who have skills that serve their fellow man yet have a useful ability that will provide for their own material needs. This makes for both happier people and a healthier society.

Looking back, it seems strange that vocational training in the formal sense did not begin until early in this century. Why would America, as a nation, actually have waited that long to begin systematic training of the young in the vital skills which vocational training embraces today? It makes one wonder where our skilled technicians and craftsmen came from before that. The answer, I am told, is that in some degree the skilled craftsmen of yesteryear came from union apprenticeship or industry on-the-job training programs as many still do today. But in an even larger degree, throughout the nineteenth century and into the twentieth, our supply of top-level craft and trade skills came from importing highly skilled technicians from Europe.

We hear about the importance of a college education. I agree that it is important for the right individual, and that under our present economic system, a college degree is sometimes the key to some of the more responsible positions in our society. Yet, in spite of the emphasis put on a college degree, in the last ten years the number of degrees has declined while the number of people receiving vocational education has risen steadily.

Without minimizing the importance of a college education for those who can be best benefitted by it, therefore, I *can* urge the expansion of the type of training that permits a person to take an active, vital role in our economic society. In our modern America, *life* is growing more complicated . . . *things* are growing more complicated . . . automation and other advances are making big inroads on the employability of unskilled labor.

All this, as I have said, is a matter of attitude, of spirit if you will, which in addition to high technical competence makes the difference, I hope, which others will notice. Love of knowledge, pride and confidence in self, ambition to grow and dedication to excellence — these qualities not only make a superior craftsman or technician, they also make a superior person, a superior citizen and a superior life. It is entirely obvious why those who dedicate their lives to fostering these qualities deserve a very special niche in our esteem.

"love of knowledge, pride and confidence in self, ambition to grow and dedication to excellence . . . make a superior person"

As the eminent educator John Dewey said: "To find out what one is fitted to do and to secure the opportunity to do it is the key to happiness." It certainly is that — and it is much more. Tied very strongly together are the social, economic and personal achievements won by the use of a productive talent. In the most practical way, vocational schools provide a good answer to a potential social problem. They provide people with skills and they help people find a position in our economic society. I believe it is important to send out into life graduates who are good, in the down-to-earth skills and techniques for which our economy so insistently and continuously cries. I believe it is also important for them to have a practical idea of their own value, and to know that being paid what they are worth is their just and honest due. But I hope that there is also in them a little spark of something else . . . a sense of dedication . . . an insistence on excellence . . . a knowledge that every good job well done is helping to build a stronger society and a better world.

THE FUTURE OF VOCATIONAL EDUCATION: A YOUTH PERSPECTIVE

by Frederick D. McClure

A senior agricultural economics major at Texas A & M University, and a 1975 White House Intern, former National Secretary of the Future Farmers of America and Texas FFA President. He has also been a member of Governor Dolph Briscoe's Statewide Manpower Planning Committee and is a current member of the Texas State Advisory Council for Vocational-Technical Education. A member of Who's Who Among American High School Students, McClure has been a distinguished student since enrolling at A & M. He is a member of Phi Kappa Phi and Alpha Zeta, national honorary agricultural fraternity.

In our attempt to educate everybody in America, we must not lose grasp of the need for every individual to find what he or she can do. One of the biggest obstacles that needs to be overcome is showing these individuals that their education should be and can be relevant to them as individual citizens.

Today's employers desire employees with useful skills, social competence, civic awareness and some training in leadership roles. A joint effort or partnership between the educational and business communities will help insure training young people whose basic skills are commensurate with the jobs they may seek. Education must be responsive to job requirements and in turn, through the development of policy affecting curricula, it must not be unfamiliar with the language of the students.

An inclusion of some vocational education in every student's educational experiences is not beyond my assessment of individual and societal needs. This requires the necessary evaluation of possible uses of educational funding resources to make the program able to adapt to changing occupational needs.

"we must insure our society and economy that skills are offered to young people that match the industries' changing needs"

There also exists a need to determine how "products" of vocational education will be evaluated, especially if funding rests on whether students receive gainful employment after high school graduation. Vocational education allows the career education and exploration concepts to be used to the fullest extent. If a student uses his experiences immediately in the area trained, in a related area, or in pursuit of further training, the vocational education program is successful and the student's life is definitely enhanced.

Instruction must be useful in later life if students are to be open in accepting their educational training. Vocational student organizations tend to provide excellent laboratory environments for students to actually see and participate in their educational experience. If we accept the premise that education must provide something for everyone, then our endeavors should focus on making education meaningful, properly training individuals for the years ahead.

THE FUTURE OF VOCATIONAL EDUCATION: A STUDENT PERSPECTIVE

by Paula Gibson

National Merit Scholar and currently attending The Gonzaga University in Spokane, Washington. She is recognized nationally for her awareness and involvement with issues affecting youth employment and education. She is the past National Treasurer and Washington State Director of Public Relations for the Future Homemakers of America. In 1975-76, she had the distinction of being the youngest Presidential appointee to the National Commission on the Observance of International Women's Year.

THE FUTURE . . . yesterday, today, tomorrow . . . I was, I am, I will be . . . what can you say about the future? The one unchanging characteristic of the world in which we live is that it is always changing. So what can be a perspective on the future?

What is vocational education from a student perspective? It is a classroom, with four walls, and a desk, and a teacher. But what makes this classroom unique is that there is also a lab area where the book learning is applied in practical skill areas. It is also the job situation where teacher and employer are one and the walls of the classroom have expanded to become the horizons of the world. Vocational education is a local FHA, VICA, or DECA meeting where students become the leaders of themselves. Vocational education is found in the excitement of a state or national meeting where students eagerly participate in workshops, competition in some organizations, and anxiously await the election of new officers. What characterizes this point of view is that it is action-oriented, and highly personal.

Vocational education is a worthwhile part of every student's studies. Does this seem too obvious a point? Possibly not. I can remember back to my recent past as a student in vocational education at Cheney High School. Cheney, Washington. I was bright, and made good grades in school, and the attitude of most counselors, teachers, and administrators was "Don't waste your time on vocational education. That's for students who don't have the potential for college." Why does this attitude prevail? Part of the reason must lie with our own attitudes toward vocational education. Do the teachers who teach it and the students who learn it and the legislators who legislate it and the administrators who administer it really believe it is worthwhile?

"vocational education is a worthwhile part of every student's studies"

The future of vocational education must realize its potential for people and not products. To quote Deb Huebner, "vocational education invests in human resources, the most important resource of any nation." Recognition of the individual is a challenge issued to the future by the student perspective. The future of vocational education from a student perspective is the strong support and participation of the Vocational Student Organizations — Future Homemakers of America, Future Farmers of America, Future Business Leaders of America, Distributive Education Clubs of America, Vocational Industrial Clubs of America, and Office Education Association.

Cooperation among people is hampered by some of those stone age attitudes toward male and female roles mentioned earlier. Vocational education should be the first field where individuals are evaluated on their potential and performance rather than their sex. In our changing society, we are challenged to make full use of our total human potential, and to break down the artificial barriers to individual fulfillment. Vocational education must break down the barriers of high school and college. The transition from school to career is seen as a future imperative of vocational education.

SECTION IV

ABSTRACTS OF FORUM PRESENTATIONS

AN ECONOMIST'S [Solicited and Surprisingly] CHEERFUL MESSAGE TO VOCATIONAL EDUCATORS

by Sar A. Levitan

Director of the Center for Social Policy Studies [sponsored by the Ford Foundation] and Research Professor of Economics at The George Washington University in Washington, D.C. He has been a consultant to various government agencies and has served frequently on labor panels for the Federal Mediation and Conciliation Service and the American Arbitration Association. Included among his extensive publications are **Programs In Aid of the Poor for the 1970's; The Great Society's Poor Law; Work is Here to Stay, Alas** *[with William Johnson], and most recently,* **The Promise of Greatness** *[with Robert Taggart].*

Vocational educators in the coming years will experience more than their share of challenges. But in a healthy economic environment, educators should be able to make the necessary adjustments to overcome the obstacles they will face.

The trend toward longer education will continue into the next decade, but the U.S. economy is not likely to generate enough so-called "college required" jobs to meet the demand of the college trained. The ramifications could include a situation in which graduates of vocational institutions are forced to compete with better credentialed "college" youths for jobs traditionally allocated to the vocational field. The all volunteer armed forces will also increasingly complement civilian vocational institutions in training the nation's youth.

The magnitude of this increased competition, and the potential "crowding out" of young adults seeking to enter the labor market, will hinge on whether the nation will tolerate relatively high rates of unemployment. Planned unemployment has proven to be an unacceptable means of fighting inflation, and policies designed to sustain economic growth could vastly reduce forced idleness.

"the more critical issue is whether there will be enough jobs for all those who will be entering the labor force"

Productivity, upon which real wages and the standard of living depend, will continue to grow but probably at a smaller rate than experienced since World War II. Vocational students won't be facing limitless horizons, and realistic expectations are required.

Projections are that there will be a total of 2.8 million annual job openings in 123 occupations traditionally in the domain of vocational education. These 123 occupations account for 85 percent of all enrollments in federally-supported vocational education and for more than half of total employment.

The most detailed data needed by the vocational educator are one to five year projections. Such estimates can be derived from simple extrapolations of recent trends mixed with a good dose of insights into local conditions.

Despite many stories in the media, the latest data do not support contentions relating to the demise of the work ethic in America. Workers and students still are motivated by traditional forces, including money.

Investment in vocational education has produced a rich return to the nation, and often such "investment in people" has garnered a higher rate of return than investment in machines.

LABOR AND VOCATIONAL EDUCATION — "WHAT SHOULD BE TAUGHT?"

by Walter Davis

Director of Education for the AFL-CIO. He represents the AFL-CIO on numerous boards and commissions, public and private, with government, national and international organizations. Davis was the first Deputy Executive Director of the United States Equal Employment Opportunity Commission, and is Assistant Secretary of the Board of Trustees of the AFL-CIO Labor Studies Center. He is also a member of advisory committees at the Community College of the U.S. Air Force; the Panel of Experts, Workers Education Branch, International Labor Organization, Geneva; and member of the Board of Directors, Philip Randolph Institute.

The American Labor Movement is taking a serious look at the obsolescence of current job skills. Future projections must relate to global economics and political developments. Third world pressure for equity and for a new world economic order will accelerate the already rapidly changing skill needs for the United States.

Vocational education must step up efforts toward teaching for adaptation rather than specific skills leading to dead-end jobs. This probably means teaching to occupational clusters. It also means that the concept of life-long learning must be developed during the formative years of the education process.

"I have serious doubts as to whether we ought to teach anything as specific as an occupation. We need to find something that resembles a family of occupations, a cluster of jobs. We need to teach adaptive skills."

More than ever before, there needs to be closer collaboration between government, unions and the education community to enhance a smooth transition for the 1980's and '90's. Unions and industry can be a valuable resource on the subject of what should be taught by virtue of their contact with real-world projections. An example of such need is on the question of metric conversion currently in controversy. New legislative approaches have greater chance for success by the maintenance of such collaboration.

The paper offers examples of trade union activity with a full discussion of apprenticeship in the building trades and prospects for apprenticeship expansion in the industrial sector.

It has been observed that 50% of the 1985 workforce will be engaged in skills and jobs which have not yet been invented or developed.

INTERNATIONAL ISSUES RELATED TO THE FUTURE OF VOCATIONAL EDUCATION AND TRAINING

by Gordon I. Swanson

Professor of Vocational Education at The University of Minnesota and President-elect of the 52,000 member American Vocational Association in 1974, Swanson was a Fulbright Scholar to the Federal Republic of Germany. He has been active in international education, having served as a program officer for the UNESCO Secretariat, consultant to the Ford Foundation for Latin America, and a consultant to the government of Afganistan. Swanson is a well-known consultant and speaker on international issues dealing with vocational education and career development.

International issues related to the future of vocational education require a frame of reference or a thread of interest to merit our attention to a global view. This frame of reference has been provided by legislation, particularly in European countries and Japan, which is closely parallel to the Vocational Act of 1976. This legislation highlights issues of policy and planning and it introduces new mechanisms of governance as it requires vocational education to become more closely linked with social and economic problems. But there are other threads of interest including the increasing mobility of labor and a recognition that vocational education and training is central to any interpretation of human resource policy.

"vocational education policies and plans require linkages with social and economic goals and purposes"

There are types of issues which provide a kind of scaffolding for thinking about the issues of global importance. They include the purposes associated with vocational education and the nature of change in these purposes. Also included are the supply and demand questions and the need for vocational education to become more active on the demand side. The changing character of the work force, particularly its rising educational attainment, is a type of issue with global significance. Finally, there is the specification of the nature of training itself, a basis for interesting comparative study.

The specific issues of concern internationally as well as nationally include the decline of urban centers in economics and social terms and their growth in problems of training and employment, the worldwide apprehension related to potential changes in the meaning and purpose of work (a trend often associated with the concept of "alienation"), and the natural resource constraints to the distribution of work and worker training.

The implications for the future include the observation that the field of vocational education should discard its passive submissiveness to policy development and become actively interested as it has been implored to do in the United States as well as in other countries. The field should recognize the economic and social impact of training policy as a part of overall human resource policy, and it is now necessary to find some basis for examing alternative future strategies to include the problems of the future which have made their appearance in the present on a global scale.

"COMPREHENSIVE COMPETENCE BASED EDUCATION

by G. Theodore Mitau

Chancellor of the Minnesota State College System and Distinguished Service Professor. Mitau was previously Chairman of the Political Science Department at Macalester College, St. Paul. He is Secretary and member of the Executive Committee, American Council on Education, and on the Board of Directors, Fund for the Improvement of Post-Secondary Education. His recently published books include **State and Local Government: Politics and Processes, and Decade of Decision: The Supreme Court and the Constitutional Revolution.**

Successful preparation for an effective life of work, of leisure and of responsible citizenship will require the cooperation of more than one system of education—it will very likely involve a career pattern of education which will utilize selected aspects of vocational education and liberal education, formal education and informal education, campus-based, community or even industry-based education, education for credit and education without credit—and not least—learning for the love of learning.

The learner must be the center for our post-secondary spectrum, not the institutions. There must be a common market of educational opportunities with easy access, ready mobility and flexible programming so individuals can move through various institutional opportunities with the greatest likelihood of personal success and a minimum of "bureaucratic obstruction."

America's political and social pluralism has a right to expect for its post-secondary institutions that they view each other with a sense of mutual respect and that cooperation prevails between the sectors vocational and non-vocational, between the professional and pre-professional.

All of American post-secondary institutions have a vital stake in confronting the forces of educational reaction—be they from the right and from the left, from within or without—when they promise the American people that what is needed is less education when what is needed realistically is more education—more effective teaching, more diverse programs as well as a greater variety in educational delivery systems.

Whatever the detail of public financial support for those willing and able to benefit from additional education, such approaches must not permit tuitions to rise to a level where they discourage those who wish an education for the opportunity of continued self-development and the optimization of personal competencies.

An effective working partnership between the various components of the post-secondary spectrum must come together to the point where state-wide planning effectively involves meaningful review of such matters as programs, budgets, and capital developments, in order to avoid, wherever practical, waste and duplication, unwarranted expansion and unwarranted elimination or reduction of educational entry and access opportunities.

Where collective bargaining has already been established, great effort should be made between representatives of faculties and representatives of governing boards to achieve a contract which maximizes programmatic and curriculum flexibility so that the institutions of learning can respond to changing student interests and changing strategies and technologies of providing educational services.

There is great need to improve the quality and scope of information available about various educational and career options as individuals move through life from adolescence to senior citizenship, stressing bridging the work and education gap and emphasizing the availability of mechanisms for the assessment of prior learning and learning accomplished in non-academic settings.

"let us ask of tomorrow's learner not so much where they learned what—which college or university—from whom they learned what—which professor in which course? but what they can do"

When resources become scarce and educational costs continue to rise in the necessarily labor intensive industry of higher education, public insistance will demand from the academic profession, better instruments and better methods of assuring the professional competence of teachers, whether full-time or part-time, whether academy-based or community-based . . . and of performance standards that define expectations and measures of quality and excellence—however difficult the task and however tentative the results.

Lastly, and probably most significantly, let us ask of tomorrow's learner not so much where they learned what—which college or university—from whom they learned what—which professor in which course—but what they can do. They have demonstrated competences they have acquired and are willing to present for professional acknowledgment, verification, and where appropriate, for certification.

"VOCATIONAL EDUCATIONAL FUTURES: SOME SOCIOLOGICAL DIMENSIONS AND CONSIDERATIONS."

by David Gottlieb

Dean of the College of Social Sciences and Professor of Sociology at The University of Houston, and previously Director, Division of Community Development and Professor of Human Development at The Pennsylvania State University. He has also taught at Harvard, Michigan State University, University of Chicago, and Northwestern University. A prolific author, Gottlieb is a frequent consultant to federal, state and local social and education agencies. "Sociological Perspectives of the Energy Crisis" is one of his recent research projects: two of his most recent books are **Youth in Contemporary Society** *and* **Children's Liberation.**

The overall goal and purpose of this paper is the identification of sociological factors which should be given consideration in the future planning, design, and implementation of vocational educational programs and policies. Primary emphasis is focused upon seeking to maximize the fit between two critical components of the education-work relationship; namely the fit between those who are being trained, educated, and socialized for work and the societal setting of work opportunities and work conditions.

"we do know that the young are more likely to abandon jobs that are perceived as unrewarding"

The author points out that it is helpful to differentiate between work and job alienation. It is proposed that for the vast majority of Americans work continues to remain a central part of life even though there are many who are unable to find work and still others who are dissatisfied with their current jobs. The future work force is portrayed as one with high quality of life expectations, a dramatic departure from earlier generations. It is also argued that there has been too little attention given to issues of work re-definition; work opportunity expansion and serious efforts directed at illustrating to potential employers how they might best absorb and integrate those entering the work force. Flexibility and choice are viewed as an appropriate theme to adopt in both matters of human development and work related policies-programs.

"THE DEMOGRAPHIC AND EMPLOYMENT PERSPECTIVE FOR THE FUTURE OF VOCATIONAL EDUCATION"

by Janet Norwood

Deputy Commissioner, Office of Data Analysis, The United States Bureau of Labor Statistics, Washington, D.C. Prior to her extensive government service, she was an instructor at Wellesley College and an economist at the William L. Clayton Center, Fletcher School of Law and Diplomacy. She has a number of publications to her credit, including "Cost-of-Living Escalation of Pensions" and "Wages in Japan and the United States," both appearing in the **Monthly Labor Review.** *Norwood received the United States Department of Labor Award for Distinguished Achievement in 1972 and is a Fellow of the American Statistical Association.*

The effectiveness of vocational education programs centers around their ability to provide training to individuals preparing for work that is relevant to the skill needs of employers. Planning for the future of vocational education must start with people and be based upon an evaluation of the size and age of the population who are expected to benefit from the training.

By 1985, we expect to have almost 70 million adults in the 24-44 age group, an increase of well over 17 million persons. Their needs for vocational education should be a significant consideration in vocational planning over the next decade. Vocational planners and policy makers should give careful consideration to the increase in the work force in the number of women working and the types of jobs available to them. Programs must be established to provide women with information about training programs available to them in *all occupations*. The situation is even more critical for blacks, Spanish Americans, and other minorities, and in many respects the challenges for providing guidance and training will be even greater.

Along with shifts in vocational educational programs to accommodate population and labor force changes, consideration must be given to the types of occupational areas for which instruction is provided. Training efforts for all groups of the population will only be successful if the training is oriented toward future employer skill requirements.

"it is clear, then, that the future will bring even greater demands on planners of vocational education programs in meeting the needs of the disadvantaged"

Vocational educators will have to re-evaluate present programs. The evaluation will have to be concerned with the following items: shifts in the labor market including women, minorities, and older workers making career changes; types of vocational programs offered to meet employer needs; and how to provide vocational training for college-bound or college graduates. Action is needed to develop closer working relationships between the data producers and the data users in this field. The new Bureau of Labor Statistics *Occupational Employment Statistics* (OES) program is a step in this direction.

MEETING THE NEEDS OF THE HANDICAPPED

by Marc W. Gold

Associate Professor, Institute for Child Behavior and Development at the University of Illinois. His research has focused on the application of information from stimulus control research to the development of an instructional technology for the moderately, severely and profoundly handicapped. His research has generated a system for designing training programs called Task Analysis. Gold also currently teaches a course entitled Vocational Skill Development of the Handicapped, and is a consultant to programs for the handicapped throughout North America.

In thought-provoking, analytical style, Dr. Marc Gold posits that "Hire the Handicapped" may be a self-defeating marketing strategy and suggests that we examine our long-standing tradition of dealing with "malfunctioning systems" and "intact systems with malfunctioning subsystems."

"Metting the needs of the handicapped requires identifying relevant societal values, priorities and resources. Strategies must be developed with a strong awareness of the contest in which individuals with handicapping conditions will exist." Based upon these observations, Gold details the problems of jumping on and off educational bandwagons and examines trends which indicate the possibility of "giving individuals with mild, moderate and severe handicapping conditions a better crack at the world of work than they have ever had before." He makes specific comments on the future of the Protestant Ethic, learning outside the school, post-high school education, accountability, and pluralistic society.

"We are an enlightened, capitalistic society. We believe in the profit motive and in private enterprise to a point beyond which we become offended. We continue to have faith in the democratic process, but our minorities are becoming increasingly important to us. Each of us has special interests, as has always been the case, but we each probably have more special interests than people have ever had before, allowing us, as a society, to broaden our acceptance of divergent points of view.

"vocational educators could provide these citizens with many of the critical skills needed for full successful participation in society. For many of these skills vocational educators are the only logical and competent source."

"The boundary conditions of normalcy continue to undergo major expansion. In almost every aspect of our existence we have modified what we believe normal to be . . . Vocational educators could provide these citizens with many of the critical skills needed for full successful participation in society. For many of these skills vocational educators are the only logical and competent source."

GUIDANCE AND COUNSELING THE KEY TO LEARNING

by Thelma T. Daley

President of the American Personnel and Guidance Association and Director of the Baltimore County Career Education Program. Her professional experiences include leadership roles in guidance and counseling, teaching and service on several appointed advisory boards, committees and commissions. She is a Trustee of the College Entrance Examination Board, a member of the Educational Testing Service Guidance Committee, and the recipient of numerous professional and volunteer service awards.

In considering what should be taught in the future, counseling and guidance are viewed as integral to the advancement and development of the individual involved in vocational education. Key to individuals finding their place in the future are the following: ability to make assessment of self; systematic career planning; development of decision making skills; acquisition of key knowledges and skills; and the ability to understand and cope with the economic, political, and social forces. The paper stresses that education should focus on helping individuals examine their life experiences so they might know themselves and their environment better, and, thus, act purposely and creatively on that knowledge.

The paper stresses the interrelatedness of counseling, career education, and vocational education. In bridging the gap between the school and work, career counseling, work experiences, and acquisition of skills are key factors. Regardless of the need to equip persons with marketable skills, the paper also stresses that schools must turn out well rounded individuals who are able to attain satisfaction in life and work. To this end, the educational world and the work world are urged to join hands to harmoniously plan, share resources, and work toward assisting individuals in life-long development which will be key to the future of education.

"vocational counseling must become career counseling in the fullest sense of the word"

The paper stresses the employment of computers and the full establishment and utilization of career resource centers.

The treatise encourages the enactment of a series of Career Development Institutes designed to help counselors and vocational educators share and maximize their collective resources.

It is recommended that vocational education become a part of the curriculum for all who may desire such and that prevocational guidance be made available to all middle/junior high youth. In viewing the future, consistent with the principles of counseling and guidance, the paper recognizes the importance of skills basic to life, but the paper stresses that human beings must be free to become self-actualized and fortified for life-long development.

VOCATIONAL EDUCATION DELIVERY SYSTEMS OF THE FUTURE

by Carolyn Warner

Superintendent of Public Instruction of the Arizona Department of Education. A dynamic businesswoman, she has served as Secretary-Treasurer and General Manager of Warner's cluster of businesses, including Furniture and Interiors, Design for Business, Designers' Imports, and Warner's Extraordinary. Warner has been active in educational and civic organizations, and is in the unusual position of being a superintendent with a business, rather than an education background.

How can we develop a delivery system for local districts that is more meaningful for the individual student, a system that tells it like it is, a system that is interesting, challenging, and related to life's experiences, a system that looks ahead of tomorrow's problems, instead of merely teaching the antiquated facts of yesterday? That is the question.

Let us begin with consideration of educational goals, keeping in mind that improvement is for the benefit of the students. Our goal should be to prepare the student to be a capable social human being. A portion of this goal prepares the student to work. Another portion is wise use of leisure time. Another is continued learning for understanding, and yet another portion is feeling the need to be of service to our fellow man. I suggest that increased experiences might be a solution which aids the student to better understand, to better appreciate, to be a benefit to himself and to his fellow man. Everyone—students, teachers, administrators, parents, patrons—should work together in the formulation of desirable experiences for the student. It is vital that our entire constituency become involved if those experiences are to be real. We need them — real world experiences for our student today. Kindergarten through twelfth grade, and beyond.

Our students must have many different types of experiences including the following: in-depth intellectual experiences; service experiences; work experiences; teaching experiences; and exchange experiences.

A merger of the academic and vocational professions is in order. It is time we began to respect and understand and appreciate each other. The needs and thrusts of the Departments of Defense, Labor, Health, NIE, should be considered. Articulation must become a reality. Someone said, "the main purpose in life is not to see through one another, but to help see one another through." Let us get our act together, and then begin cooperating for common purposes and common goals. Federal and state legislators must be involved, as well as business and industry representatives, along with parents, patrons, and academicians. Implementation will result in a person who understands his work, and can be successful in the world of work. We can cope and survive rapid changes in today's and tomorrow's world if we are aware of sources for retraining. That factor is very important — awareness of sources for retraining.

"I suggest a merger of academic and vocational professionals is in order"

I suggest to you that you are marvelous people. Able and capable of building a future for our land through your leadership capabilities. Your present role is one of unbelievable importance, if you choose to see it that way, and act! In closing, I remind you that your life is God's gift to you, but what you do with your life is your gift to God.

MEETING THE FUTURE VOCATIONAL NEEDS OF NATIVE AMERICANS

by Calvin Dupree

An enrolled member of the Cheyenne River Indian Reservation, South Dakota, and is affiliated with the Minniconjou Band of Teton Sioux [Lakota]. Prior to his present position as Associate Professor, Native American Studies, The University of Lethbridge, Alberta, Canada, Dupree held a variety of technical positions within industry and professional higher education. He served as Chairman of the National Advisory Committee on the Education of Bilingual Children. His additional active memberships include the Native American Scholars/Northwest, National Indian Education Association, Affiliated Tribes of Northwest Indians, National Congress of American Indians, and American Indian Historical Society.

The author does not want to presume to speak for all Indians. It is important to emphasize that this paper contains personal opinions gleaned from experiences and conversations with other Native American people.

Although each Indian tribe has special problems, two problems common to all are undereducation and poverty. For too long the "What" and "Why" of these problems have been studied and re-studied. It is time to consider the "How." The suggested needs to be considered for vocational education in the future are an attempt to go forward to this step.

It is necessary to have some understanding of previous educational experiences of Native American people to appreciate the problems that will have to be dealt with in the future. The traditional training of Indian children functioned successfully in its time. It was education determined by the adults and chosen by the learners because it produced productive and contributing members of the group. The mission and government school era put an end to this self-determined kind of learning with disastrous results. The low achievement records of many Indian students and the high drop-out rates indicate this failure.

Present trends in Indian thinking show an increasing demand for in-put into education for Indian children. Students need to be informed of the many choices open to them in preparing for productive employment. And they need to be encouraged to make these choices for themselves.

"presently there are not more than a dozen Native vocational education instructors with degrees in the United States and these kinds of people are needed in their tribal communities as models"

Any future considerations in employment training must consider that many Native Americans will need to play the Catch Up game. The failure of schools to adequately teach Indian children results in the need for basic education being available as a part of almost any vocational training.

Other areas suggested for emphasis in future vocational education programs for Native Americans are: improvement of the image of vocational education, the inclusion of Indian people in their own planning and operation of programs, long range and direct funding, Native American teacher training programs, alternative programs for reservations and Indian communities, and the development of tribal resources.

MANAGING TECHNOLOGICAL AND ORGANIZATIONAL CHANGE: ISSUES FOR VOCATIONAL EDUCATION

by Guy H. Dobbs

Vice President of Development and Program Planning, Special Business Division, The Xerox Corporation. His professional and management skills represent more than twenty-five years in mechanical engineering information processing, large-scale systems development, systems analysis, management consulting, and general management. Cited four times by the American Management Association for his continuing contributions to management education, Dobbs has published numerous technical papers in the field of multi-user computer facilities, as well as articles on the "computer utility" and its impact on business.

From a management point of view, in assessing the future role of vocational education insofar as complex institutions, and in particular, as the needs of business are concerned, there are significant educational issues emerging from two major forces. First, continuing rapidly accelerating changes in technology and the post-industrial shift to service economies are developing future business and industrial, educational and skill requirements in unpredictable ways. Insofar as technology is concerned, an outlook of continuing acceleration for innovative technology seems to imply a de-emphasis of job skills requiring specific applied skills training and much more attention to skills that are applicable to broad problems of information communications and transfer, information collection and creation, information processing and analysis, and reporting. The undefined nature of the specific services and products requiring these kinds of skills will put much greater pressures on vocational education institutions to emphasize those *learning* skills appropriate to planning, adapting, problem solving behavior versus specific skill or fact assimilation.

"technology seems to imply a de-emphasis of job skills requiring specific applied skills training"

In addition to problems created by accelerating technology, fundamental problems of institutional and organizational change will create unique business and economic environments in which new skills must be applied. Some of the problems of organizational change such as the creation of new institutions without dismantling old ones; inadequate articulation of organizational purpose, function, structures; the tendency of mature institutions to grow to unwieldy and inefficient size; and control of institutions becoming vested in those who achieve power by virtue of seniority and tenure represent significant management challenges that are not well understood. Many of these organizational change problems are aggravated by rapid technological change. Yet, the role of institutional and organizational change and its impact on the future skills need of society must be articulated so that better understanding of the complex inter-relationship between technology, organizations, and the people who must produce in such environments, is achieved.

Recognition of the continuing impact of organizational and technological change processes on vocational education requirements should identify strongly the mandatory requirement to establish a continuing educational process with a much stronger coupling of traditional educational resources to business/economic, technological, and social change processes. Business institutions and organizations have a responsibility to provide strong leadership in this regard. Enlightened business management, recognizing the increasing asset value of its human resources, must design organizational structures and manage the future application of technology in a way that maximizes the future asset value of its human resources. Business must find better ways to integrate its perceptions of the future utilization of its human resources into the vocational education process.

FUTURE VOCATIONAL EDUCATION DELIVERY SYSTEMS

by Maurice Mitchell

Chancellor of The University of Denver. Mitchell was General Manager of radio station WTOP in Washington, D.C., Vice President of Muzak Corporation, President of Encyclopedia Britannica Films, Inc., and President of Encyclopedia Britannica. He is a member of the Board of the National Center for Resource Recovery, Inc., Chairman of the Denver Branch of the Federal Reserve Bank of Kansas City, a member of the Boards of Outdoor Sports, Inc., the Colorado and Southern Railway, the First of Denver Mortgage Trust and a Director of Tele-Prompter Corporation, New York.

THE CHANGING LABOR MARKET: The paper will discuss some expected trends which will affect the market for labor and, therefore, the kinds of training required. These will include (but are not limited to):

The continuing transition from industrial, manual tasks to service occupations. Increased needs for pre-testing, higher levels of competence in basic skills (reading, writing, numbers) and substantially different levels of social awareness will feature this period of change.

New participants in the labor force will change its traditional demographic patterns, Teen-age workers, women returning to the labor market, the three-worker family, and the increased availability of older workers will all provide problems and challenges for the vocational education specialist.

The continuation of new arrivals from ethnic minorities—Black, Hispano, Indian and Oriental!—will also be discussed as a major aspect of vocational planning.

Circumstances affecting migrant workers—including automated and mechanical farming and the decline of small agricultural employers—will be discussed. Problems here range from bilingual/bicultural concern in vocational education to retraining programs.

Birth rate changes already charted will affect the size of future vocational education constituencies. Plans for this smaller group and an adjustment to what will eventually be a more mature labor resource need to be made now.

CHANGING BUSINESS AND INDUSTRIAL CIRCUMSTANCES: The full impact of automation is just now beginning to be felt. The arrival of a cashless society, of devices which can read handwriting and take oral instruction will change training needs for many.

Improved communication and transportation will make for small inventories, limited production schedules, fewer jobs in these areas. Buying, warehousing, inventory control, raw materials control, packaging for modern shipping and delivery systems will change substantially.

Multi-national activities will increase, with a consequent re-identification of tasks performed most inexpensively here and abroad. Domestic training for foreign supervision and training of foreign nationals for some tasks here will be a relatively new area for study. These may be further complicated by interaction with major groups of foreign markets: ECA, for example.

Energy development may require new areas of competence and new models for vocational training. A percentage of these tasks—as well as others developed in high-rate-of-change situations (boom towns)—will require a mobile labor force with far more diversified skills.

"study and plan for training programs providing alternatives for those replaced by technology"

A service economy developing in a highly sophisticated business environment may require for higher levels of skill than are ordinarily thought of as the output of conventional vocational programs.

One cannot entirely eliminate outer-space outposts as potential users of special forms of vocational training. Speculation about activity on the moon and in satellites continues.

SOME NEW DIMENSIONS AND OLD DIFFERENCES: The debate about the dangers of over-investing in vocational training and steering young people into vocational education as a shortcut to jobs at the expense of liberal education will continue. The paper will deal with the major elements of this discussion and will come down on the side of exercising great care to avoid producing, in vocational schools, "second class" citizens.

Vocational education is now being more broadly defined by many colleges and universities. Facing enrollment declines produced in part by a desire to be "trained for a job," such institutions are changing curricula, developing career ladders at undergraduate levels leading to paraprofessional vocations and/or graduate schools on an accelerated basis. "Profession" versus "vocation" may well be the essential future decision.

Continuing upgrading of job requirements by employers is creating new problems for vocation planners. Thus the substitution of the MBA degree for the undergraduate business degree and the development of the five-year "School of Accountancy" will pose new problems and challenges for vocational educators. Between the computer and the MBA, the range of business training options outside the college and university narrows.

The Junior College/Community College as a new area in which vocational education can reach new levels of activity and value is an important item for discussion. Problems here range from the dangers of creating an "educational slum" to the evaluation of curriculum goals as compared to results which might be achieved on the job without training.

Attitudes toward the private enterprise system, as a part of vocational training goals, are of increasing interest to the business community. Vocational education specialists may find that this may be one of the most controversial and difficult areas of the next decade.

SOME SUGGESTIONS:

Use of improved teaching technology to serve constituencies which may not be easy readers, to deal with difficult technology concepts, and to free teachers for more individual counseling.

Establish some minimum requirements for curricula extending beyond actual skill building: the liberal arts areas.

Study and plan for training programs providing alternatives for those replaced by technology.

Examine possible waste growing out of training in areas best studied on the job. School-industry programs need closer scrutiny and new planning.

Ethnic students have special problems. Much can be done here through policy changes.

Adult students, ranging from retrained men and women to post-retirement subjects will increase in number and needs.

A possible new relationship between conventional and innovative vocational training centers and colleges and universities may now be possible.

Careful scrutiny of major professions, including law, medicine, architecture, teaching, for example, should be undertaken to identify possible areas in which some relief can be provided to overcrowded professional schools. This may require new policies with respect to licensing, for example.

FUTURE POLITICAL IMPACT ON VOCATIONAL EDUCATION PLANNING

by Evron M. Kirkpatrick

Executive Director of the American Political Science Association and a professor in the Department of Government, The Georgetown University, Washington, D.C. He has served on several Presidential Commissions and the editorial boards of Holt, Rinehart and Winston and Who's Who in American Politics. His memberships include the Board of Trustees, Institute for American Universities; Chairman, Board of Trustees, Operations and Policy Research, Inc.; and the International Political Science Association.

The title of this paper presents us with many problems and numerous possibilities of exploration; four are singled out: (1) the social and economic context combined with the centrally important shift in decision making from the private to the public arena; (2) the impact of short range political events; (3) the long range systemic changes in the American polity; (4) an evaluation of the adequacy with which the five central intellectual tasks of the planner have been carried out.

Topic 1. The most important contextual fact is the shift from private to public decision making, combined with the impact on public decisions of the organized pressures of women, older citizens, the disadvantaged minorities, and the young.

Topic 2. Short run political events are likely to be of little importance. There is likely to be little change in the political composition of the House of Representatives, the Senate, or governorships and whichever presidential candidate is elected, his election will have little impact on vocational education.

Topic 3. Many students of politics believe long range systemic changes are taking place in the polity. These are of a nature that the vocational education planner will have to pay attention. For example: (a) popular and governmental support for domestic programs as against institutional programs is increasing; (b) there is a decline in public confidence in most of the institutions of society; (c) the electorate is becoming increasingly polarized and ideological; (d) political parties are in a state of decay and decline in importance; (e) the Presidency has deteriorated in authority, power, respect, status; (f) state and local governments have enhanced their position in comparision with all national institutions; (g) the electorate is split into a variety of factions as individuals and groups seek support for their own special interests.

Topic 4. The five intellectual tasks of the planner have not been adequately carried out and will need great improvement in the future. These include (a) *Goal clarification and justification.* Much better clarification and justification is needed if public decisions are to be affected; (b) *Trends.* To what extent have past events approximated our goals? Are we moving closer or further away? What discrepancies are there between outcomes and goals? A lot of data is collected, but great improvement in data collection and presentation are needed. (c) *Conditions.* What factors condition the direction and magnitude of trends? This requires a scientific pattern of thought and knowledge enabling one to say "If you want y, do x." Our knowledge of this type is meager. There is great need for more research. (d) *Projections.* Policy and planning look to the future. Given the current and past situations, what is the likely future? Such projections need to be compared with goals in order to determine the need for intervention. (e) *Alternatives.* On the basis of all the above factors, alternatives for action need to be invented and evaluated. What kind of future do we want?

"our decisions and plans depend to a very considerable extent on our expectations about the future"

While changes in policy will most certainly be incremental in nature and while all the above tasks can never be fully accomplished before decisions have to be made, ongoing efforts by planners are needed in all the intellectual tasks. Only through such efforts will it be possible to revitalize the educational enterprise and make it relevant to all citizens throughout their lives. As Senator Mondale has said, "It is a noble aspiration, and one that is finally within our reach. Let's make the most of it."

WHAT SHOULD BE TAUGHT IN THE FUTURE

by James J. Hammond

Chancellor of The Massachusetts State College System, began his career in education as a teacher of Industrial Arts Education in Massachusetts' secondary schools, followed by a position as Teacher of Industrial Arts Education at Fitchburg State College. At Fitchburg he held a number of administrative positions, including a twelve-year term as President. Hammond is Co-chairman of Education Commission of the States' Task Force on Post-Secondary Occupational Education, and Past Chairman, Massachusetts Governor's Advisory Council on Vocational Education.

The rising cost of public education, the progressive generation of knowledge, the growing sophistication of technology, and the advancing level of educational expectancy suggest the need for greater efficiency in the planning and management of free, public education. The simple, direct approach to vocational education by which a skilled practitioner passes onto beginners, knowledge and techniques accumulated through experience will be replaced by a carefully planned and well organized, albeit, flexible, conceptual system. The concerted focus on those most fundamental skills, learning how to learn, how to delineate and solve problems and how to cope will enable the student to assume more initiative and responsibility for his own learning. Occupational education will be predicted on skills of inquiry particular to the current state of technology. It will also address opportunities to practice and refine interpersonal skills effective in the service occupations.

Due to advances made in cognitive mapping, students enrolled in vocational programs will choose curricula more suited to their interests, abilities and unique qualities. Since they will know more about themselves, they will become involved more intensely and more seriously in the furtherance of their self-concepts. They will expect to obtain employment that is compatible with self-determination. Individuals will be assisted in formulating their own careers on the basis of their individuality rather than being fitted into existing job slots.

The economy will be knowledge based and the growth industries will depend on informational technology. Services will be the dominant field of employment. Theoretical knowledge will be the primary resource and man's ingenuity, creativity and ability to organize and manage will be central. The productivity of workers will be dependent upon their ability to apply concepts, ideas and theories rather than manual skills.

"vocational schools should broaden the curriculum to encourage the development of a wider spectrum of human abilities than those traditionally represented in standard programs."

The rank and file of the population will become more concerned with accurate information about the free enterprise system. Vocational schools will not attempt indoctrination nor advocacy but they should provide accurate facts about American business in the context of the basis principles of our political democracy. A greater amount of political theory will have to be taught with principles of economics and rights of individuals evaluated in terms of democratic values. Citizenship education will be restored and revitalized with emphasis on inalienable rights.

THE IMPLICATIONS OF THE FUTURE PARTICIPATION OF MINORITIES & WOMEN IN VOCATIONAL EDUCATION PROGRAM

by Carol Gibson

Director of Education, the National Urban League, has combined her background in sociology, urban affairs, and policy analysis with experiences in the field of education. She has been a classroom teacher, guidance counselor, assistant principal, assistant to a superintendent, and a University of Massachusetts guidance and counseling instructor. An author and lecturer, her articles include **Alternative Schools: Alternative to What?** *and* **Career Education: An Appropriate Thrust for Urban School Systems?**

It took this new nation more than 240 years to decide that separate but equal schools were permissible and another 100 years after that to legally declare that separate but equal was in fact unequal and therefore unconstitutional.

It is not possible for us to examine the future of women and minorities in vocational education without at least a cursory examination of their historical participation within education in general - vocational education in particular. The prohibition against slaves learning to read and write, reinforced by a heritage which placed value on communication and industrial skills along with a great respect for facility in learning, planted the seed for the long and arduous quest for education by Black Americans, a struggle which has been paralled by every other minority group in this nation.

We now know that *both* W.E.B. DuBois and Booker T. Washington were right. We have now come to realize that we were wrong to have assumed that in terms of a philosophical truth that the two men were arguing an "either" "or" proposition. We have not focused enough on the similarities from which these two men spoke.

The quest for education and strong belief in its ability to provide the definitive route out of second class citizenship continues until today. Indeed the 1970 census revealed interesting gains for blacks in an absolute sense. Among all blacks educational attainment nearly doubled since 1940, from 5.7 years of schooling to 10.3 years in 1970. On a relative basis the historic gap between black and white levels had closed to a moderate degree. Furthermore, the gap is closing much faster at younger age levels. Among whites aged 20-21, the median educational attainment level is 12.8 years. For blacks in the same age range it is 12.4 years, or less/than a six month differential. We must continue to create the kinds of learning environments and support services to encourage more to continue their educations, for the hue and cry about the overabundance of college and university graduates on the job market is not accurate in relation to minority group members and women.

"We must continue to create the kinds of learning environments and support services to encourage more to continue their educations,"

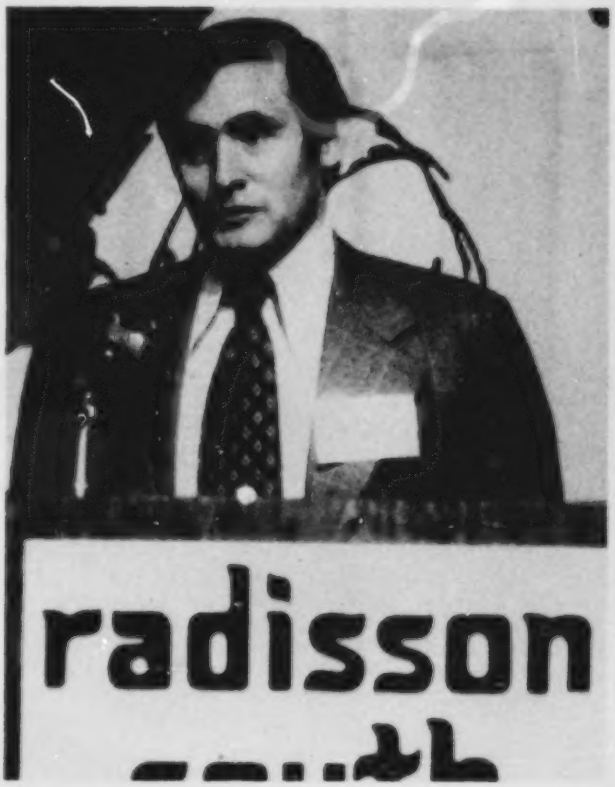
With job opportunities shrinking in the traditional industrial sector and mushrooming in the new high technology fields that require technical training, minority group leaders must begin to understand that this training *can* be achieved in vocational high school programs or in some form of junior college or other post-secondary institutions. By rejecting vocational education programs, we have played directly into the hands of the racists that don't want us in skilled jobs and in strong unions. We have played right into the hands of those who want to keep us unskilled and in marginal occupations.

In effect, society, through its schools, tells young girls who do not plan to go on to college, that they are capable of obtaining and holding jobs other than as clerks and secretaries. Although this condition would seem to stifle aspirations and to induce frustration, young women do not seem to respond in these ways apparently because their vocational self concepts are so limited by the cultural conditioning to which they are exposed that they see very few occupations as appropriate for them.

When the favorable and unfavorable evidence is added up, vocational education does appear to be doing an adequate job, but it is being restricted by the prevailing stereotypes as to the proper occupations for women. With the increasing demand for highly skilled individuals, society cannot long afford the waste of human resources used by the prevailing limitations on the utilization of female abilities.

Women and minority groups must aggressively assert an interest in these institutions and more to gain access, accountability and a degree of control over their management. We must now allow out-moded notions about voc. ed. to be used against us in a Catch-22 fashion which closes off access to future jobs in computers and electronics.

CONFERENCE SUMMARY STATEMENT



By

Edward R. Fiske

Education News Editor of *The New York Times*. He came to *The Times* in 1964 as a news clerk, filled several intermediate positions, and then served as acting Rome bureau chief in 1967, traveling throughout Europe, the Middle East, Africa, and the Far East on assignment. Fiske is the author of numerous articles and book reviews which have appeared in such publications as *The New York Times Magazine*, *Redbook*, *Reader's Digest*, *Saturday Review*, and *The Christian Herald*. He is also a member of the Editorial Board of *Theology Today* and a former Trustee of The Wesleyan University.

I think there are basically two things I hear you saying: first vocational education has to, and indeed is in the process of, making some major adjustments to the changing labor market and the changing career patterns. In one sense, this is nothing new. You've always phased out buggy-whip courses and phased in new ones like TV repair. Vocational education has always adjusted the curriculum to the job market. But like so much change today, the difference is not only quantitative but qualitative. We heard one speaker state that 55% of the people earning a living now are in industries that didn't exist in 1920. We hear projections that the average American will be changing jobs five to nine times in the course of a career. Mr. David made the point that 55% of the work force in 1985 will be engaged in skills and jobs which have *not* yet been invented or developed. Whether or not all these figures are accurate, I think the point is a valid one. Vocational educators are training people for jobs which don't exist. You are, as it were, in the position of the astronomer who calculates on the basis of physical laws and mathematics that there's a star out there, even though the astronomer can't see it. You know it's there from the way other bodies near it move; you have to deal with it; but you can't see it. As you look forward to the future that's exactly the position you are in. The obvious implication of this is that your priority has to be on developing skills, work habits, attitudes, a sense of craftsmanship that characterize groups of jobs or even all jobs. The Office of Education is clearly making a worthwhile stab in this direction in its concepts of clusters. What I hear you saying is that much more of this has to be done, and I would certainly agree.

The second thing I hear you saying is that we are going through a period in which the differences are being bridged between vocational and general education —, between occupational education and the liberal arts — at all levels. As I look on vocational education, especially in New York City, where I've had the most contact with it, as an outsider, it seems to me that the image the general public has about vocational education has changed. Vocational education has, in recent years, come of age; — come into its own — and you ought to keep this in mind whenever you feel particulary despondent. In New York City the two dozen vocational high schools used to be the "dumping ground" — that was the usual term — for students who couldn't quite hack it in general education. It's no longer that. Vocational educators have no reason not to hold their heads up high in New York City and, I presume, elsewhere, as they might have before. The vocational schools have waiting lists and are no longer "dumping grounds." Some of them are quite selective. They also provide some of the best education that's going on in New York City. This may be a backward compliment on the basis of what's happened to the schools in the last year, but it's true that there's some first-rate education going on in the vocational schools in New York City and people know this. There are a couple of reasons. Obviously the economic situation has affected this with the practical relevance of a vocational education in getting a job. I have my doubts about whether it is a good thing, but more about that later.

Secondly, in addition to the economic situation, it is the fact that vocational schools in New York City, and again, I presume, elsewhere, are no longer terminal. You are no longer locked into a particular career. There's no longer a very clear end to your education.

There are still some students who graduate and then go into the job market. But vocational schools are no longer terminal. Like other schools, they offer options. The education that goes on is one of expansion, not of limitation. This is a fundamental change and people understand it. We no longer have, or at least we are rapidly in the process of eliminating, the two-track system: one for vocational education and one for general education. David Gottlieb made it, and let me just quote the way he puts it: "We can no longer afford the luxury of dysfunctional separatism between those who are committed to the goals of career-vocational education and those who are committed to the concept of general or humanistic education."

Let me say a little bit more about this blending of the general and the vocational. For the general education in the college with the liberal arts, it means that they have to be more realistic about the extent to which his institution is, in fact, vocational. It's always struck me, as one who's come up through a liberal arts system, that, at least on the higher education level, this distinction between liberal arts and the vocational or occupational has always been overblown. Take the most seemingly irrelevent kind of education you can imagine, the study of the classics. There was a time in 18th century Europe where this was the norm; where everybody

did nothing but study the classics. This sort of education was extremely, narrowly vocational. It was what you needed to hold your own at whatever the 18th Century equivalent of a cocktail party was. Dr. Mitau made the point of career capability inherent in the liberal arts. Many of the liberal arts, he said, are also applied arts, such as writing, research skill development, business, and public mastery of economics and the performing arts. Moreover, he said, they provide saleable skills and provide the basis for professional training in many fields, such as law, journalism, medicine, social work, and teaching. In short, the liberal arts have always had a strong vocational element through them. Likewise vocational education has not been simply as vocational as it has seemed. Last night you heard from an eloquent student who obviously did not simply receive narrow training in certain skills. He was given a first-rate liberal arts education. I think you should pay a lot more attention to the liberal arts, at least more consciously than you do. What I am saying, in effect, is that instead of a two-track system, we must begin thinking about the spectrum of organizing education in this country. It's a spectrum of institutions which are at once vocational and liberal. At one end you may have courses which pay off directly in terms of employment. In others you may have courses which pay off only in the ability to take more courses and for which the direct occupational consequences are indirect, at best. But whether we're teaching mental skills or manual skills or some kind of mixture, we have to begin thinking in terms of a spectrum and not to say, "This is vocational," and "This is liberal arts." All programs must have the two basic elements. They are vocational in that, directly or indirectly, they point to the work-place. They're general or liberal arts in that they provide students with broad training that will serve them in the fluid job market ahead. They are also general because even those traditional vocational school courses must include a heavy doze of the liberal arts, for we're developing not simply workers, but people.

I thought Willard Wirtz had as much to say as anybody and I thought he made a number of very valid points. But I disagreed with him about his point of his learning to repair cars. I think that's a misleading kind of analogy. For him, that was not vocational in any traditional sense. That was developing another side of him. For some people, learning to repair cars is directly vocational. For others, it is simply developing what they like to do: developing their skills. The point that he was making though, is a valid one: that the liberal arts, when you are talking about developing well-rounded people, have to give more attention to that kind of skill. Witness the enrollments in all the car repairing courses that you find on campuses and in the women school in New York and so forth.

So basically, I think you are saying these two things: that on the one hand vocational education has to adjust to the changing career patterns in some very revolutionary ways, and that the distinction between the liberal arts and the vocational is breaking down.

As I sat here and began to hear a lot of these ideas, many of them repeated several times, something struck me. And that is, that I really do not hear anybody confronting a major problem in education. That is, I don't really think that any of the major issues confronting vocational education are limited to vocational education. They are the problems of education in general. Take, for example, the problem of educating for change. It has struck me that this is at the core of the problem that liberal arts is facing right now. It used to be that you could define a liberally educated person in terms of content. The Classics education to which I referred earlier consisted mainly of learning certain facts, ideas, etc. from the classics. You learned how Aristotle, Plato, and others approached certain problems, and that made you an educated person. It could be defined in terms of content. By the middle of the 20th Century and a little before, it was obvious that the content of knowledge was much too extensive for this to be possible anymore. So the general education movement developed and we began to define the educated person in terms of certain fields. The liberally educated person knows a certain amount of literature, a certain amount of philosophy, a certain amount of natural science, a certain amount of sociology, psychology, and so forth. Now it's gotten even more complex. You have a proliferation of fields. We now recognize that even the general education was conceived of primarily in terms of Western culture. We have Eastern culture and African culture, and all kinds of other cultures. Thus, any definition of liberal education today; the element of change has to be part of it. It's feeling comfortable with change, it's understanding change, qua change, and it's being able to live comfortably with it and to handle fluidity. Now, obviously this is what you people have been talking about. I don't see any fundamental difference between you trying to figure out how you're going to equip some kids with facts of different jobs in the course of a working lifetime than somebody else talking about a liberal education in the context of teaching somebody to handle changing ideas. Change is something which runs through all education.

The second point — and this is obvious, I suppose — is the need for structural flexibility. We're talking about a new delivery system, about formal and informal education, about campus-based and factory-based or company-based, community-based education, education for credit, education without credit, and so forth. If there's anything that characterizes the whole of education today it's the development of new delivery systems. Professors are beginning to learn that you have to do some teaching at night, instead of the morning, in order to meet the new adult students. This is exactly the problem you've got. But it's also one that's facing every college in the country, or at least virtually everyone.

Thirdly, and this is one that I really have not heard too much about: Dr. Ginzberg, I was happy to hear, made the point in the earlier hour about basic skills. It seems to me that there is nothing more important to equipping kids today to live with flexibility, to be able to adapt to new jobs, and so forth, than to be able to read and write and calculate. Obviously, reading is in trouble in the American schools. The point is that, just as several educators at all levels are grappling with this problem of the apparent decline in reading—and certainly the decline of ability in writing—so this is a major issue for you in vocational education. After all, if a worker is being transferred to a new job and can't read the training manual and make sense of it, then what's the use?

So, I think in these three areas — in the problem of relating to change, the problem of structural flexibility, and the question of equipping people with the basic skills which you need to get on in this society — your problems are no different from those of other educators. I think you ought to keep this in mind when you think and worry and plan and policy-make in this area.

Having said what I hear you saying, I would now like to make some observations on what I don't hear you saying but think you should. I think, to put it succinctly, that your analysis of what's happening in your own field and in relation to employment statistics and the job market and so forth, is much better than your reading of what's going on in the society around you. Let me tick off some of them.

I don't hear much about the handicapped. The movement to enhance the rights of the handicapped is the latest of the several civil rights movements that we have seen developed in this country over the last 15 to 20 years. As you well know, a little over a year ago Congress passed the Education of All Handicapped bill which, if nothing else, is pouring a lot of money into this field. I simply don't hear much talk about this. The planners of the conference did all the right things. There were forms on all the right subjects. I suspect, though, that most of the people who went to the forum on the handicapped were those who were already convinced. I didn't hear much about this in the other forums, and I didn't hear that in the general presentations.

Secondly, I didn't hear you talking much about the need of Native Americans. This is a fascinating problem. It's a serious one and a fascinating education issue. People ought to be thinking about this. Again, it's a minority group which is finding ways in the tradition of the civil rights movement that the blacks began in the early 60's. I don't really hear you taking it very seriously.

Thirdly, of course, I don't hear much about women. If there ever was an area where career patterns and career aspirations are in the midst of flux and where some fundamental assumptions have to be challenged, it's the vocational education of women. You've got women coming back re-entering the work force as they've never wanted to before — after they've had children and the kids are in elementary schools. I didn't hear anybody seriously discuss the educational consequences of this movement. And that's only one. This doesn't even take account of things like the career stereotyping that you do in your curriculum. The GAO report, as I recall, of two years ago, had much to say about this, and the new vocational legislation is going to push you to the wall on it. But I didn't hear anybody grappling with these issues in any serious way here. Finally, I didn't hear you seriously talking about accountability. Other than career education, accountability is probably the most over-worked word in education today. But schools have been notoriously deficient in their understanding of accountability. Again, there's nothing special about vocational education here. As a matter of fact, it's probably more true of other areas. If nothing else, you have thought in terms of jobs and how to establish certain measures for your success in justifying your existence. But, as several speakers noted, this is no longer enough. We have lots of competing social goals in this country, all of them valid and worthwhile. The pie is a finite one with a lot of competition among competing and, in many ways, equally valid social programs. But education has always been assumed to be something you spend money on, and nobody thought too much about it. Now it's being forced to justify its existence. And I simply have not heard too much discussion of this from those in vocational education. As I said before, it is a qualitative problem, not simply a quantitative one. If you are changing your goals to preparing people to be flexible, to giving them basic skills rather than simply jobs, the first job-entry kind of skills, then you're going to have to develop criteria for measuring success in doing this. Whenever you change your goals you've got to have different ways of evaluating it. You can't, if you're trying to equip someone for that seventh job 25 years down the line, use a first-job criteria. And I really didn't hear any serious discussion of the new kinds of ways in which you're going to have to be accountable. Let me also assure you that the consumer movement is hitting education with a vengeance. The National Task Force on Better Information to Students can have a dramatic effect on the content of college catalogs. There's a woman in Bridgeport who sued the university there because she didn't learn anything in a graduate education course. I don't know why she ever expected to learn anything in a graduate education course, but the point is, the university council has a problem. The consumer attitude is right up and is looking at you in ways it never has before and, if you're serious about changing your goals, then you'd better be equally serious about finding new ways to evaluate whether you achieve them or not.

So that's what I don't hear you saying. I don't hear you looking at the social forces that are swirling about you and everybody else — the handicapped, the Native Americans, other groups like Mexican-Americans and Chicanos. I don't see you addressing the fascinating case of the career aspirations of women, and I don't hear you really developing new means of accountability.

Let me conclude with some random thoughts which don't follow necessarily any logical order.

The first actually does grow out of the last point. That is, don't get hung up on job placement, at least initial job placement. That's part of your job. For maybe half the kids in a vocational high school, that's the objective. But, if what I said before is true about education, that it must now be perceived of as different styles and different mixes along a spectrum, then you're going to have to judge by your success in making better people, as well as better workers; and the initial job record, which you always mention in the third or fourth sentence in talking about your work, is simply not going to do it. As a matter of fact, for some kids it may be a disservice. Maybe you should be discouraging some people from getting an immediate job even though it makes the statistics look good. Also, recognize that your job-placement record is going to depend on a lot of forces beyond your own control — like how many jobs there are. If you start in a time of unemployment justifying yourself on placement, you may be doing yourself a disservice.

A second random point: much of your popularity at the moment flows from the fact that people are lining up at the doors of vocational schools under the false assumption that occupational or vocational education is the answer to unemployment. This may make you all feel good because maybe you're getting one of your students a job instead of some kid that come out of a comprehensive high school, but it simply doesn't have much to do with what you're all about. The main sources of unemployment lie elsewhere — in economic policy, in trade balance, in oil embargoes; and if you sell yourself on the basis of that, you may find yourself being blamed several years from now when you don't solve the problem which you can't control anyway. In other words, keep yourself in perspective. You are part of the spectrum, but you're not the whole spectrum. You're not the answer to all the problems. George Counts, in the 1930s, made a reference to what he called, "America's sublime faith in education," and here again, I'm not talking about something that's limited to vocational education. He said "Faced with any difficult problem of life we put our minds at rest sooner or later by the appeal to the schools. We're convinced that education is the one unfailing remedy for every ill to which man is subject, whether it be vice, crime, war, poverty, riches, injustice, corruption, race—hatred, class conflict, or just plain original sin." Education has been oversold and has paid a price because it hasn't solved all these problems, and so I urge you to keep yourselves in perspective.

Thirdly (and this is kind of a slippery one), beware of fads. The chicest thing going right now is "career education." Next year, I understand, there's going to be a push to get some federal legislation to develop programs in this. I've heard estimates ranging from perhaps 25 or 30 million, all the way up to 250 million, in terms of career education.

There are undoubtedly some serious points to be made by the career education people. Kids today don't have good concepts of the economy; they don't have good concepts of career development. But I have very serious doubts whether career education is the answer to this. I'm not sure whether it can be done pedagogically, by telling some third grade arithmetic teacher to slip in a reference to engineering every time she's talking about fractions or something. And I think there's some flaky thinking going on about curriculum.

Secondly, I am suspicious about the political climate; not so much of how it originated, as of how it's getting propagated. A lot of people are latching onto this out of the reaction to the campus unrest of the 60s. The assumption is, if you can get kids thinking about jobs and careers, then they won't come up with all these radical ideas. They'll stay in their place and not be critical. I don't see this as an attitude which is appropriate to any kind of education — vocational or general or what.

I realize there are clear distinctions between career education and vocational education. Those of you in vocational education are really a small part of this whole career education business. I don't think the public is going to make these distinctions as finely as those of you in the field do. I don't think that they are able to understand what career education is, assuming of course, that anybody does. And it may well be this will all go down to your benefit because it will, at least, as long as this particular shooting star is flying through our national skies, it may mean some more money. On the other hand, it really has all the earmarks, of a fad, if not in some cases a ripoff; and if I were you, I would be very wary of the direction this goes in. Vocational education had a long and distinguished past before anybody ever dreamed up career education. I presume and hope that it will be there long after career education disappears.

I would like to make one last point. Again, what I'm going to say is not particularly original. It's been said in a variety of ways from this lectern and in the forums. And it's been said much more eloquently than I can. But it seems to me that it does sum up the various points that you have been making and that I have been trying to make in the last few minutes. And that is, simply, that vocational education must serve the whole person. When we say that career patterns are changing, what we are saying, it seems to me, is that vocational education has to serve persons in their maturity as well as their adolescence; in mid-life career crisis as well as in childhood career planning; in terms of what he or she can be as well as what he or she is about-to-be or even things that he or she wants to be. When we say that the gap is being bridged between general and vocational education, I think what we're saying is simply that vocational education, like liberal education, deals with the whole person. There are skills, but there are also values and attitudes. There are concrete, saleable skills that are being given, there are also a sense of art and music, and tools to understand the culture. When we say that we have to think of the relationship between vocational and general education in terms of a spectrum, we are, in effect, changing the focus of how we organize education from institutions to people. We're saying that you look at the total needs of the person first, and then that person fits somewhere at the most appropriate point along that spectrum. We're not saying, "Here's one kind of institution, here's another kind of institution; take your pick." When we say that you have to be more aware of the social changes — the needs of the handicapped, the Native Americans, women, the social changes going on about you — it seems to me we're saying that these are people whose lives you are not addressing in the fullest sense. Some people you have excluded systematically from your programs. Certain minority groups, the handicapped especially, simply are not in your programs. You have systematically excluded them as bodies from your enterprises. Many more you have systematically excluded in part. You have said, "We will deal with part of you, but not all of you." You have said to women, "Well, we'll deal with some of your potential, but we won't deal with all of your potential." The message, then, is that you have to deal with whole people.

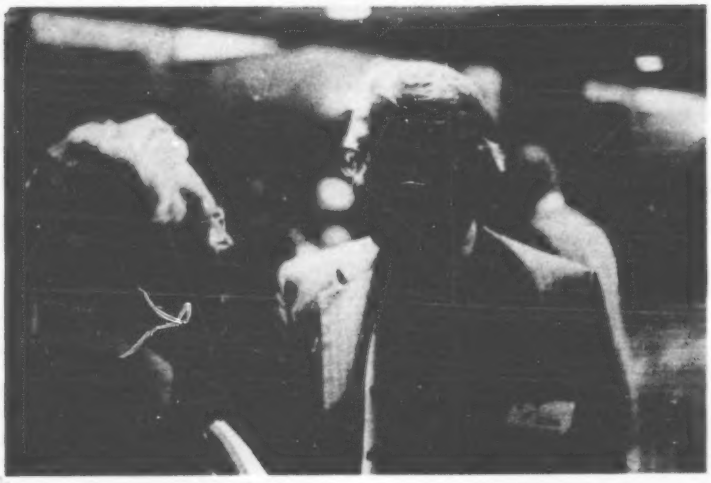
What I'm saying might be pointed up by an incident that occurred to me a week or two ago. As some of you may know, there was a report that the Children's Defense Fund a year or two ago called, "Children Out of School," and this is about kids who never really get into the school system. They excluded New York from their sample for some practical reasons — it's tough to get around knocking on doors in New York — so I sent a reporter out to find some of these kids in New York. And she did. And she talked to them using their graffiti names, talked about what they do with their time, and the kind of sub-culture that exists among these kids who have never seen the inside of a school. She said, "What would it take to get you to come back?" She expected talk about a relevant curriculum or something like that. The answer that came back universally was, "a teacher who cares." And these are kids off the streets of New York. It seems to me, if there ever was a lesson of the 60s, it is that people are tired of being treated as statistics. They want to be treated as individuals; they want to be cared for. Look at the T-shirt craze when people were getting their names written on T-shirts so that they walk down the street and everybody knows what their name is.

Everybody knows that there are good teachers and there are bad — in vocational as in general education. Some teachers are fantastic and really care; others are there to work their seven or eight hours and draw a paycheck. That's not going to be changed. There always are going to be good teachers. There always are going to be bad teachers, no matter what the circumstances. There will always be teachers who are directly affecting lives. Most of you, I gather, are not teachers but are policy makers. And I would simply like to leave you with the idea that, inherent in all of these trends you talk about (growing ties with liberal arts; need for flexibility; need for a broader base in teaching), there are in these changes and the kinds of changes you are going to have to be making, possibilities to enhance the sense of humanity; to create programs which will address students as full human beings. Dr. Mitau yesterday put it succinctly. He said, "it's the learner, not the institution, which must become the center of our educational planning." This is the point I was trying to make about the spectrum. Maybe the first step would be for you all to get a picture of a student and stick it up on the wall. I don't know what kind of new directions or policies are going to be coming out of this conference, but presumably, there will be some; but I would simply urge you, whatever kind of policy you're coming up with, before you write that last draft, look at the picture of that student and ask, "Is what we are proposing going to help some teacher to address that student more realistically and help him or her to become a fuller human being?"

Thank you.

SECTION VI

THE FUTURE OF VOCATIONAL EDUCATION



THE FUTURE OF VOCATIONAL EDUCATION

The following statement was prepared by Dr. Albert J. Pautler, Jr., Professor of Vocational Education, Faculty of Educational Studies, State University of New York at Buffalo, at the request of the National Advisory Council on Vocational Education. Dr. Pautler served as a NACVE staff member during the period of his sabbatical leave from State University of New York at Buffalo. The statement was prepared based mainly on the papers prepared for the National Bicentennial Conference on Vocational Education. Dr. Pautler's interpretation doesn't necessarily reflect the opinions of the National Advisory Council on Vocational or the State Advisory Councils on Vocational Education.

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PURPOSE

The purpose of this paper is an attempt to consider the future of vocational education in the United States, based upon the papers and discussion which took place at the National Bicentennial Conference on Vocational Education. The Conference, held on October 10-13, 1976, in Minneapolis, Minnesota, was sponsored by the National and State Advisory Councils on Vocational Education.

The basic objectives for this paper are as follows:

1. To present an objective analysis of the papers presented at the Bicentennial Conference on Vocational relative to the future of vocational education in the United States.
2. To present to the National Advisory Council on Vocational Education a number of issues emerging as a result of the Conference, and discussion which followed the various presentations.
3. To consider and relate the analysis and issues to the legislative mandate of the National Advisory Council on Vocational Education as stated in the Education Amendments of 1976 (P.L. 94-482).

The future of vocational education is of concern to a multitude of people in the United States. This paper should be of interest to legislators and government officials, business, industry, and labor representatives as well as educators charged with the delivery of vocational services.

BACKGROUND

This document is based upon the presentations and discussions which occurred at the National Bicentennial Conference on Vocational Education, planned and sponsored jointly by the National and State Advisory Councils on Vocational Education.

It was felt that the Bicentennial Year, a time for looking back at our Nation's history and accomplishments, was also a time to look forward to future needs and potential. The purposes of the Conference were to project the needs of the future as related to vocational education, to examine the outside influences which will make an impact upon vocational education policy, and to further consider the need for a national policy for vocational education, as called for in the 1975 report of the National Advisory Council, "A Call For A National Policy on Vocational Education."

Twenty-three papers were commissioned by leading experts in their respective fields, which were to be future-oriented and were to take a "fresh look" at vocational education from differing perspectives. These various viewpoints represented business and industry, organized labor, economists, sociologists, political scientists, guidance and counseling specialists, experts familiar with the problems of persons with special needs, education policy makers, and others.

The papers are recorded, and the complete texts will be available through the Center for Vocational Education, Ohio State University, Columbus, Ohio, in the spring of 1977. The National Advisory Council on Vocational Education is giving serious study to the papers, presentations, and reactions from those attending the Conference. This information will be given major consideration as the National Advisory Council continues the development of recommendations for a national policy for vocational education.

INTRODUCTION TO THE ISSUES

This paper, THE FUTURE OF VOCATIONAL EDUCATION, represents an attempt to analyze the papers commissioned for the Bicentennial Conference on Vocational Education as well as the panelists' and audience reactions at the various sessions. Every effort and attempt has been made to be objective in the analysis of the papers and proceedings of the Conference. As anyone who has ever attempted to do this knows, it is at times easy to become subjective in this type of analysis. The procedures used will be discussed now, before becoming involved in issues emerging from the Conference.

An analysis matrix, in the form of a chart, was used to plot the most commonly stated facts in the papers presented at the Conference. In the left-hand, vertical column of the matrix, the topic of each of the papers was plotted. Along the upper horizontal edge of the matrix, the major themes referred to in the papers were listed. This allowed a visual display of the most often cited facts from the various papers. It is from this analysis matrix that a number of major items for concern seemed to surface. Perceptions by others could very well differ from those presented in this paper.

Edward Fiske, Education Editor of the *New York Times*, was the Conference wrap-up speaker charged with giving an overview and summation of what he had heard and read. This summation was treated as one of the papers for the Conference and, as such, may be considered a kind of check on the perceptions of the author of this paper. The serious reader and student of vocational education should review every paper commissioned for the Conference.

It is interesting to note that during the course of the Conference, President Gerald R. Ford signed the Education Amendments of 1976 (October 12, 1976), Title II of which concerns vocational education. Section 162 of the Education Amendments of 1976 concerns the role, purpose, function, and mandate of the National Advisory Council on Vocational Education, while Section 105 concerns State and Local Advisory Councils. These new amendments revise the Vocational Education Act of 1963 with such revisions effective in Fiscal Year 1978.

The Members of the National Advisory Council on Vocational Education — as well as the Members of the various State Advisory Councils on Vocational Education — must give serious consideration to their respective roles in view of the intent of the Education Amendments of 1976. The

future of vocational education — as discussed by those attending the National Bicentennial Conference on Vocational Education — must be considered in terms of the Education Amendments of 1976 for at least the short-term future. The mandate to NACVE is spelled out in most specific terms in Section 162, which states:

The National Advisory Council shall —

1. advise the President, Congress, Secretary, and Commissioner concerning the administration of, preparation of general regulations and budget requests for, and operation of, vocational education programs supported with assistance under this Act;
2. review the administration and operation of vocational education programs under this Act, and other pertinent laws affecting vocational education and manpower training, including the effectiveness of such programs in meeting the purposes for which they are established and operated, make recommendations with respect thereto, and make annual reports of its findings and recommendations, including recommendations for changes in the provisions of this Act, and other such pertinent laws, to the President, Congress, Secretary, and Commissioner;
3. make such other reports or recommendations to the President, Congress, Secretary, Commissioner, or head of any other federal department or agency as it may deem desirable;
4. (A) identify, after consultation with the National Commission for Manpower Policy, the vocational education and employment and training needs of the Nation and assess the extent to which vocational education, employment training, vocational rehabilitation, and other programs under this and related Acts represent a consistent, integrated, and coordinated approach to meeting such needs; and
   (B) comment, at least once annually, on the reports of the National Commission, which comments shall be included in one of the reports submitted by the National Advisory Council pursuant to this section, and in one of the reports submitted by the National Commission pursuant to section 505 of the Comprehensive Employment and Training Act of 1973;
5. conduct such studies, hearings, or other activities as it deems necessary to enable it to formulate appropriate recommendations;
6. conduct independent evaluations of programs carried out under this Act and publish and distribute the results thereof; and,
7. provide technical assistance and leadership to State Advisory Councils established pursuant to section 105, in order to assist them in carrying out their responsibilities under this Act.

It is in respect to the mandate by Congress — as presented in the Education Amendments of 1976, as related to section 162, National Advisory Council on Vocational Education — that the analysis of the papers presented at the National Bicentennial Conference on Vocational Education will be made. This is directly related to one of the objectives of this paper as stated in the section on Purpose, which re-states:

"To consider and relate the analysis and issues to the legislative mandate to NACVE as stated in the Education Amendments of 1976."

The format for the presentation and style used to present the major issues emerging from the Conference could have been accomplished in a number of different ways. The one chosen seemed to be the most appropriate for a presentation of this nature. When a direct quotation is used from one of the papers prepared for the Conference, the author will be identified by name only. When other references are cited, the source will be identified in the text.

The major issues emerging as a result of the Conference which are related to the mandate by Congress to NACVE are presented in the next section of this paper.

MAJOR ISSUES

Many important items and issues were discussed either directly or indirectly during the course of the National Bicentennial Conference on Vocational Education. The analysis matrix, used as a technique to determine the most often-mentioned items, or issues discussed, provided a means to obtain a graphic picture of some of the most frequently stated facts or opinions regarding the future of vocational education. From the matrix analysis, the following areas emerged for consideration:

- •age, sex, race, barriers for vocational education;
- •curriculum and programs of vocational education;
- •vocational education delivery systems;
- •factors of employment and unemployment;
- •jobs for graduates of vocational programs/placement;
- •manpower factors influencing vocational education;
- •individuals needing special attention —
  - — minorities
  - — women
  - — handicapped
  - — Native Americans;
- •need for a national policy for vocational education;
- •school-work match;
- •job supply vs. demand;
- •work force and labor considerations.

After review of the topical items just mentioned, it seemed that — with the purposes of this paper in mind — the major items of concern to vocational education and the work of NACVE could be stated in six categorical areas, as follows:

A. Need for a National Policy for Vocational Education
B. Employment Outlook for the Future
C. School-Work Match
D. Vocational Education Delivery Systems
E. Sex Bias in Vocational Education
F. Groups Needing Special Attention —
   — Minorities
   — Women
   — Native Americans
   — Handicapped.

No attempt was made to establish an order of priority within the categorical areas mentioned.

Each of the six areas — which will be discussed in more detail now — can, and should be considered individually. The order of presentation is one of convenience, rather than priority. Each of the six will be treated as an issue of concern to vocational education and the National Advisory Council on Vocational Education.

NEED FOR A NATIONAL POLICY FOR VOCATIONAL EDUCATION

The National Advisory Council on Vocational Education has indicated its concern for some form of national policy in its 1975 Report, *A Call for a National Policy on Vocational Education*. This Report — plus the sponsorship of the National Bicentennial Conference on Vocational Education — should serve as an indicator to all concerned that NACVE has undertaken a program of work to investigate the need for a national policy on vocational education. The input received from the variety of papers and topics presented at the Conference — along with input received from those attending the Conference — will all be considered by the NACVE Task Force concerned with the study, and investigation of what should be included in a national policy on vocational education.

A number of papers prepared for the Conference made mention of statements of implication dealing with policy formation for vocational Education. David, in his paper, "On

Thinking About Vocational Education Policy," presented an excellent review of policy formulation and a framework in which the process should be undertaken. According to David, "policy making is commonly represented as a problem-solving activity." The framework for policy study which he suggested should be given serious study by those considering the development of any policy statement. It was as follows:

> I turn now to an obvious, but still essential, point to be made in connection with the invention of fresh, strategic approaches to public policies for vocational education. It will not occur unless there is a compelling disposition to undertake four tasks.
>
> One is disinterested examination of the admittedly overloaded goal structure commonly associated with vocational education. That is too familiar to you to require delineation by me.
>
> The second task — which flows from the first — is a reconsideration of the expanded number of functions that vocational education is expected to perform.
>
> The third is an appraisal of the larger social and economic policy context within the federal, state, and local public policies for vocational education are located, and with which they are assumed to interact with some positive consequences.
>
> The fourth task is inquiry into the state of the available knowledge and information that is functionally useful for policy formulation, implementation, and evaluation.
>
> . . . Engagement on these four fronts holds the promise of disturbing existing paradigms of policy thought. By this phrase — "paradigms of policy thought" — I mean to suggest that policies are shaped by sets of ideas that have emerged historically in the pursuit of particular objectiveness and intentions which appear to hang together in some logical sense, and have at least the air of being coherent and mutually consistent.

Policy formulation of any nature would seem to be tied into existing program philosophies that may have set the direction in the past. Those concerned with policy formulation for vocational education should give serious consideration to the paper by Charles Law entitled: "A Search for a Philosophy of Vocational Education," which was presented at the annual meeting of State Directors of Vocational Education in Washington, D.C., in May of 1975. The relationship between a philosophy statement, and a statement of national policy will have to receive careful consideration by those involved in policy formulation.

Kirkpatrick, in his paper "Future Political Impact on Vocational Education Planning" states the following:

> Fifty state programs *do* not make a national program. Today, that is changed in very important ways. For the forseeable future, our national political process will make or significantly influence the decisions. National decision makers are likely to insist upon planning at both the national and state levels.
>
> Policy looks to the future. The future, like the past, is contextual. What is needed are various maps of the possible futures. These, in turn, must be evaluated in light of goals, trends, conditions, projections. This is the nexus of problem solving, and of planning.
>
> Reviewing the literature of vocational education . . . I find a plurality of goals, some related to basic values, but most, simply instrumental to a given end. Vocational education, for example, is seen as an instrument for reducing unemployment, not as an instrument providing an opportunity to realize potential of persons unemployed, or employed. Now, I do not argue that it should not do both; what I do argue is that there is too little exploration and statement of basic values, of how programs are related to these, as well as to intermediate objectives we hope to accomplish. There is little effort to establish priorities. In the long run, this failure will have an unfortunate political impact. I say this because vocational education is likely to be justified on the basis of objectives that cannot be realized, at least by vocational education alone.
>
> . . . I find almost no effort at the invention of alternative futures. We need alternative futures based on projections of different rates of unemployment, the impact of demands by women, blacks, handicapped and others who have political clout. Who has adequately explored the need for combining better civic education, better liberal academic education (I do not like the term academic education, but I keep finding it in the literature) with vocational education and training? . . . The student in the elementary and secondary school who is college bound needs vocational education and work experience as much as the non-college bound needs liberal education.

Kirkpatrick has given vocational education much input for both policy formulation as well as short- and long-range planning, all related to the political situation within our country. Any attempt at the development of a statement of national policy on vocational education will have to give considerable attention to the issue of state control of education and its relationship to any national policy.

Swanson — in relating international education to vocational education in the United States — made the following points:

> First, it is rather important that the field of vocational education remove itself from its role of comfortable detachment from the function of dealing with policy alternatives. The Education Amendments of 1976 have implored the State Boards of Education to consider vocational education policies as its most important task.
>
> Second, vocational education policies and plans require linkage with social and economic goals and purposes. This is not a simple linkage. It requires a common language and a common understanding of the role and function of work and a clearer view of the occupational ladders on which the work force seeks an incentive and reward.
>
> Finally, it is necessary to plan by examining alternative strategies for the future so that human and natural resource policies are considered simultaneously in developing long range plans.

Swanson and Kirkpatrick seem to reinforce one another on the issue of alternative futures and strategies. This seems to suggest that any statement of national policy be flexible enough to meet a number of different economic and social conditions that may exist in our country.

Any attempt at the formulation of a national policy on vocational education must take into account the work of the National Commission for Manpower Policy. In its First Annual Report to the President and the Congress, entitled "Toward A National Manpower Policy," (October 1975), the Commission set forth its objectives and areas of concern in establishing the dimensions of a national manpower policy. In another, later report, "The Quest For A National Manpower Policy Framework (1976)," Ginzberg,[1] in the introduction, stated:

> The writer of the paper appreciates better than anybody that his present effort is not a final product in attempting to delineate what the parameters of a national manpower policy framework might be. It is only a first step in developing a conceptual framework upon which the full scope and dimensions of an overall manpower policy can be constructed. Moreover, he appreciates that the move from the prototype to a finished product will be possible only if the Commission is aided and abetted in its work by a great number of generalists and specialists in all sectors of American life, but particularly in business, labor, community group activities, academe, government, and

[1]Eli Ginzberg is Chairman of the National Commission for Manpower Policy. Robert T. Hall is Director of the Commission and prepared the paper about which Ginzberg wrote.

education.

THE ISSUE — The issue can best be described in the form of two questions: Is there a need for a national policy statement on vocational education? Should NACVE be responsible for the development and sponsorship of such a policy statement?

NACVE POSITION — **If it is determined that a National Policy for Vocational Education is desirable, NACVE will play a leading role in the development of such a policy, and will make recommendations to the President, the Secretary of HEW, Congress and other appropriate agencies.**

The National Advisory Council on Vocational Education reaffirms its earlier statement, "A Call for A National Policy on Vocational Education (1975)," and believes that such a policy would move our nation toward a more efficient educational system. NACVE will continue to study and do the necessary research to determine the need for such a national policy statement on vocational education. The task will not be a simple one, and input from many varied sources, including the National Commission for Manpower Policy, will be sought before such a statement is issued.

The Council Task Force on National Vocational Education Policy will have major responsibility for dealing with this critical issue. Implications for policy decision-making for vocational education can also be associated with each of the categorical areas mentioned in the remaining portions of this report. Each topical area mentioned must be considered in relationship to any statement of national policy for vocational education.

EMPLOYMENT OUTLOOK FOR THE FUTURE

A number of papers prepared for the Conference mentioned the rather bleak employment outlook that is presently being forecast for the future. (Ginzberg, Wirtz, Mitau, Levitan, Gottlieb, and Norwood.) Levitan stated the following:

> If the United States Labor Department projections are correct, it is not likely that the economy will be able to generate enough so-called "college required" jobs for almost a million new college graduates every year, and some 600,000 persons with one to three years of college education. This would mean that in some cases, vocational education graduates would have to compete with youth and young adults considered better "qualified" because they have completed some years of college, or have attained bachelors' degrees. It is more likely that many of the college-educated — in order to find their niche in the work force — will displace lesser educated workers who are trained by vocational institutions.

This, perhaps, is more true for graduates of secondary vocational programs than for postsecondary graduates due to the two or more years of age difference, as well as the skill level obtained within a postsecondary vocational program. Levitan continued, stating:

> Whatever the degree of competition for jobs traditionally filled by graduates of vocational education institutions, the more critical issue is whether there will be enough jobs for those who will be entering the labor force . . . The second factor which will influence the size of the potential work force is the number of families which will want more than one paycheck coming in . . . The prospect of young adults being "crowded out" of the labor market or competing for jobs for which they are over-qualified, isn't pleasant.

Wirtz, in his introductory statement, made the following point:

> The sobering context of whatever may be said at this Conference will be the realization that vocational education, indeed education in general, is being relied on today by the increasing numbers of young Americans to lead to jobs that aren't going to be there when they arrive.

The direct implication of such predications upon vocational education is indeed most serious, and must have some effect on the philosophical basis of all education, and — most especially — vocational education. Later in his paper, Wirtz made the following statement in this regard:

> To believe deeply in the value of vocational education is to feel strongly that its function goes beyond providing some young people with immediately saleable skills, to include equipping all of them with a vocational versatility essential to both earning a lifetime's living, and finding leisure's — as well as work's — fuller satisfactions.

This latter statement presents a somewhat modified philosophy for vocational education related to the needs of a work force which may have differing needs in the near, as well as distant, future of our country.

Ginzberg mentions employability without employment, and this tends to reinforce the positions of both Levitan and Wirtz. He stated that "the wealth of the country resides in the skills of its citizens." Ginzberg made the point that we have to attempt still to increase the number of jobs, in order to get the full value of the dollars spent for vocational education. The delivery system for vocational services may prepare the best qualified individuals with the best technical skills, but employment will escape them if the economy does not, or cannot, provide a sufficient number of jobs for all those who need to, and want to work. This situation will also breed a low level of satisfaction in the work force if well prepared individuals have to take less skilled positions.

Norwood presented many items of interest related to planning for vocational education in connection with the supply and demand of people for various jobs. She stated the following:

> Vocational Educators will have a great deal to do. Planners will have to re-evaluate present programs. Changes in population age group size, and projections of the composition of the future labor force, indicate the need for increased focus on the adult population, especially on those who have recently left the teenage group. Women workers — already a large group — will continue to increase. They will need extra help in planning their occupational goals. Employment is projected to increase fastest in those occupations where women have traditionally been employed. Therefore, if they are to succeed in breaking the current pattern of occupational segregation, women will need special help in acquiring the skills required to compete with men. Even more than in the past, black and other minority workers will present a special challenge to vocational educators. Their numbers will continue to increase; their unemployment rates are higher than the rates for whites and their occupational status much lower . . . Vocational educators would also do well to consider how to provide viable vocational training to the college-bound students, or to the already college educated.

These implications deal with changes in the direction that vocational planners must consider and relate to the delivery of vocational services, as well as to the employment outlook for the future.

Gottlieb — in his treatment of vocational education from a sociological dimension — gave us much food for thought dealing with work. He stated:

> A growing population of well-credentialed, skilled, and upwardly-mobile, angry and frustrated because they are unable to find work which matches individual and societal expectations. With policies enforcing equal opportunities, open admissions, and a rhetoric stressing that with proper skills and educational credentials, the good life is available to all, the national climate has shifted from one

of high aspirations to one of great expectations. Those who have bought the promise that with education, training, and the proper attitude, one could write his or her own ticket, will not react passively to a social system which fails to make good its promise. The greater the proportion of the population experiencing discrepancy between career life style expectations and reality, the greater the likelihood of social discontent.

The implications stated by Gottlieb seem to say to all educators that we must use care in making promises to youth that society cannot or will not be able to honor because of economic conditions in the work place. Direct implications for manpower planning and vocational education are that care must be taken in the selection of program areas in which training is to take place. This has been an age-old problem, but one that still needs further research and study if we don't want to be left with an over-supply of well-trained people, and a lack of jobs which meet their level of expectation and training skills. Gottlieb reinforced his point with the following:

> From the population side, the profile is one of more and more people acquiring more and more formal education. Unfortunately, however, the match between the two is not accomplished by a simple overlay. The fit between available human resources and available work opportunities as we already know, will not occur without dramatic changes in how we define and organize life and work.

Mitau, in his paper dealing with delivery of vocational education, made the following statement:

> It is clear that vocational education can no longer be permitted to be viewed as a demeaning form of "putting people in their places." Increasingly, vocational education should be understood, accepted, and respected, for itself; a highly specific educational program for providing technical and professional skills linked to perceived employment opportunities, and part of a continuing educational process to enable the student to achieve capabilities for his or her own educational and occupational advancement.

Mitau reinforced the position of relationship between vocational preparation and the perceived employment needs of our country but, in addition, made it part of a continuing educational program for life in general, including work and occupational advancement. This seems to tie much of the previous discussion together by implying that if there are jobs at all in the work force, let's make sure that vocational programs are preparing students for jobs that will exist.

THE ISSUE — The basic issue for vocational education to consider is not one that it can face alone; it is a social problem that involves many groups and affects — or will affect — many people. *"Will there be enough jobs for those entering the work force?"*

NACVE POSITION — **The National Advisory Council on Vocational Education has considered — and will continue to consider — the relationship between the program of vocational education and the jobs available in the work force of this country.** In its Second Report (1969) it expressed: "A concern for persons who are flowing into the pool of unemployment as strong as our concern for those already among the unemployed and under-employed." In this same Report, it also expressed: "a concern for coordination of vocational education as well as manpower programs.

As part of this concern, the National Advisory Council on Vocational Education calls for realistic career and vocational counseling for all students to help match skill training with available jobs and career opportunities. Recognizing that both formal and informal counseling, advice and information are provided to students about their employment futures, the Council charges the entire vocational education community with the responsibility of maintaining awareness of economic reality, and of local and national work force projections. Exchange of labor market data, as well as information regarding the preparation of students, must become one of the primary goals of local advisory councils, reinforced through the State Advisory Councils on Vocational Education and the State Manpower Services Councils.

The Council cautions, however, that although students must be provided with realistic information regarding employment projections, informed students should be allowed to pursue their occupational interest areas even though competition may lessen their employment opportunities.

Finally, the Council recognizes its responsibilities at the national level, as specified in the Education Amendments of 1976, Section 162, to develop a closer working relationship at the national level between NACVE and the National Commission for Manpower Policy. The National Advisory Council on Vocational Education views this responsibility as providing the potential for national coordination of programs and development of consistent policies between vocational education and manpower training. NACVE will encourage coordination of all guidance, counseling, and skill training programs and related activities at all levels.

SCHOOL-WORK MATCH

The relationship between any educational program and the ability to help every citizen provide food, clothing, and shelter for self and family has been a principle of American education. Many of the papers prepared for the Bicentennial Conference on Vocational Education made mention of the relationship between education and work. The term school-work match was selected since it seemed to fit the topical area to be included in the discussion in this section. The relationship between this topic and the two already discussed should be evident. Each must be considered in terms of the other.

This topic emerged from the topical items in the analysis matrix from such sub-topics as the following:

- linkages between the educational system and work in society;
- will there be enough jobs for high school, postsecondary, and adult vocational graduates;
- accountability of vocational programs;
- attitude toward work

In his paper dealing with sociological considerations, Gottlieb makes the following point:

> My own assessment of the education-work picture leads me to conclude that the proponents of both vocational and career education have been somewhat naive and on occasion unjust in their orientation. Naive in behaving as if proper skill training and an aggressive work attitude will lead to productive and satisfying employment. Unfair in suggesting that the major problem lies with Americans who are either unwilling, or unable, to take on or deal with the business of work and career. Without unduly belaboring the point, I take the position that if we are to enhance payoffs between education and employment futures, it is essential to devote more time and effort to establishing a social system which is capable of absorbing workers and providing workers with conditions which will take advantage of the skills and motivations which these people bring into the work market.

Later in his paper, he states:

> Our lesson, I believe, does have implications for advocates of career and vocational education. We can no longer give the impression that degrees and acquired skills alone will be sufficient or a guarantee of meaningful and improved employment. What we can say is that we are

dedicated to providing all people with the types of learning experiences which will best enhance their opportunities to pursue the life style they choose for themselves. That we will seek to expose all people to a wide range of ideas, skills, and knowledge. That while we cannot guarantee the direct employment and career value of the learning experiences provided, we can say with some assurance that our wares will hopefully be of some value in the marketplace, and will help make people better citizens and more understanding human beings.

These previous statements by Gottlieb dealing with the relationship between education and work are reinforced by Wirtz when he states:

> We have talked about "building better bridges between the two worlds of education and work" as though we considered these reciprocal processes. Yet in fact, we have treated only education as a variable, as a lone subject to adjust when the two processes appear to have gotten out of kilter. Work has been taken virtually as a given. So far, the bridge building has all been at one end. There is another approach — not alternative, but complementary. It involves giving as much attention to the work as to the education elements of education-work policy.

This statement about an often-stated concern of education-industry cooperation has received a great deal of attention, and has resulted in many industry-education councils in various parts of the country. Swanson is directly concerned with this same issue when he states the following:

> The policies and the programs which have been employed in the past decade have been concerned almost totally with supply. Vocational education and manpower programs have had a singular goal — the transmission of worker skills to those seeking to enter or re-enter the work force. The pre-occupation with creating a labor supply is always accompanied by the assumption that jobs exist and that vocational education consists of the perfection of a system to match trained workers with the existing jobs.

Vocational educators have always been concerned with the employment outlook of the local area, state, and Nation in planning what types of programs to offer. It appears that we must still continue to do this, but at the same time, must give considerable attention to the needs of the learners for the future. Daley — in her concern for the future and what must be taught — states that "vocational education must make special provisions for developing basic career attitudes and skills." She continues with implications for vocational curriculum when she states:

> Counselors and vocational educators must join hands in helping curriculum developers to plan for development of leisure skills and counseling for leisure . . . Vocational education must become a part of the total curriculum and must be available to all.

Daley sees a role for vocational education in the life and career plans for all children.

Counselors and vocational educators — according to Daley — must work more closely together to plan for a curriculum to meet the career needs of all children. NACVE, in its Report "Counseling and Guidance: A Call for Change, 1972," recognized the importance of counseling and its relationship to an outstanding program of vocational education. It recommended that:

> . . . individuals with rich backgrounds of experience in business, industry, and labor, but with no teaching experience, be infused into the counseling system.

In this position, NACVE recognized the value of close cooperation between the school and the business community in the function of counseling.

Davis, in his topic of "Labor and Vocational Education — What Should Be Taught," makes the following point:

> It is rather easy to identify the prime concern of non-labor sectors. Government, of course, must concern itself with the national interest. Business needs qualified workers to maintain the highest possible rate of productivity to operate profitably. Educators have the toughest role of all — that of matching curriculum, method and technique to a rapidly changing job market.

This statement by Davis presents the problem about as well as it can be stated.

THE ISSUE — The fundamental question is the degree and quality of the relationship between education and work.

NACVE POSITION — The National Advisory Council on Vocational Education recognizes the importance of close cooperation between the education program and business and industry. Consideration by NACVE of this issue cannot be investigated in isolation of the two previous issues dealing with Employment Outlook and a National Policy for Vocational Education. NACVE recognizes its role and responsibility under its mandate from Congress in the process of review and administration of laws affecting vocational education. While assessing plans for the future of vocational education, NACVE recognizes that the individual needs of the learner must be given most serious consideration. NACVE makes the following recommendations:

Government and the private sector must develop specific policies that promote the achievement of cooperation (that is, exchanging of personnel for teaching/guidance, sharing of facilities and equipment, and placing graduates) between business and industry and the schools. The imperative factor in cooperation is the individual student learner rather than the organization. In light of this, there must be a re-examination of the often-quoted statement, "At the very heart of our problem is a national attitude that says vocational education is designed for somebody else's children." (NACVE, Annual Report, 1969.) A re-examination of this issue may support a statement that vocational education is for all students.

DELIVERY SYSTEMS FOR VOCATIONAL EDUCATION

Within recent years, the term "delivery systems" has been commonly used to describe the way in which educational programs are made available to the consumers of educational services. In its broadest sense, educational services in our country are made available (delivered) through the public and private schools. This has taken place in units of organization within various school districts which may be called primary, or elementary schools, middle or junior high schools, and high schools. To expand this list to postsecondary institutions would add technical institutes, community or junior colleges, colleges and universities, including all professional schools both public and private.

A variety of delivery systems for vocational education have been in common usage over the years. Vocational education — in one form or another — can be obtained outside the public school system of this country. The mandate to NACVE by Congress is clearly concerned with vocational programs supported with Federal monies, but the Council realizes fully that vocational education programs are also carried out by other agencies, both governmental and private. Some such areas are:

- Comprehensive Employment & Training Act (CETA) of 1973;
- Apprenticeship programs within various trade unions;
- All branches of the U.S. Military Service;
- Private trade, technical, and business schools;
- Private community colleges and technical institutes;
- Industry-sponsored training-educational programs, including job training, upgrading, and re-training.

More areas could be mentioned as sources of vocational training for individuals not taking advantage of such training in the public institutions of this country. NACVE recognizes the importance of and contributions from these other agencies in their respective efforts to provide vocational services to those in need of such services.

A number of presentations at the National Bicentennial Conference on Vocational Education were concerned with the delivery of vocational education. Warner suggested that the "school must provide experiences which would be more meaningful to the student in the real world," and went on to suggest the following: in-depth intellectual experience; service experience; teaching experience; and exchange experiences.

She suggested that credit be offered for each of the above-listed experiences, and that they be supervised and evaluated by the school district. Warner stated, "I suggest that it is attitude, not aptitude, that is the primary force in success."

Mitchell mentioned the influence on the delivery of vocational services of the changing labor market, as well as changing business and industrial circumstances. He offered a number of suggestions, including the following:

Establish some minimum requirements for curricula extending beyond actual skill building; the liberal arts areas.

Study and plan for training programs providing alternatives for those replaced by technology.

Examine possible waste growing out of training in areas best studied on the job. School-industry programs need closer scrutiny, and new planning.

Ethnic students have special problems. Much can be done here, through policy changes.

Adult students — from re-trained men and women to post-retirees — will increase in number and needs.

Gold — in a section of his paper concerned with the handicapped — makes some interesting observations about the future that concern the delivery of vocational services. He stated as follows:

Vocational training programs for persons who have been labeled handicapped will contribute individuals to the labor pool who are so clearly competent at a wide range of specific functions that those things which would previously have kept them from opportunities in the world of work will do so no longer.

The Protestant ethnic will continue to lose ground, but a person will continue to be known by what that person does for a living.

The proportion of life skills that individuals acquire outside the school will increase. For some kinds of learning, this means that schools will continue to develop activities outside of the school building, and be involved in the use of those activities. It will also mean that schools — as entities — will contribute less and less to the educational process.

Post-high school education will be utilized more and more to obtain information not specifically related to vocational goals . . . Vocational educators might expect to be held increasingly accountable for providing all individuals with a broader set of basic skills such as tool usage, home and auto repair, practical measurement skills, and — perhaps —an even wider range of practical skills.

The whole issue of accountability is one that will have to be increasingly addressed by vocational educators.

Pluralism will continue, but the rules of the game will improve. Most of us in vocational education, special education, and other disciplines and professions, have spent all, or most of our careers existing in a booming economy . . . If vocational educators are able to demonstrate major gains in the quality and quantity of skills in the people they serve, utilizing resources they already have, they should expect a front-row seat at the trough.

Delivery systems for postsecondary institutions was well covered by Mitau. He suggested a ten point agenda for the future of our system of postsecondary education, including the following:

The learner must be the center of our postsecondary spectrum, not the institutions.

. . . more effective teaching, more diverse programs, as well as a greater variety in educational delivery systems.

There is a great need to improve the quality and scope of information available about various educational and career options as individuals move through life from adolescence to senior citizenship, stressing bridging the work and education gap, and emphasizing the availability of mechanism for assessment of prior learning accomplished in non-academic settings.

. . . and probably most significantly, let us ask of tomorrow's learner not so much where they learned what — which college or university — from whom they learned what — which professor in which course — *but what they can do* .

"What they can do" — in referring to learners as they are about to enter the work force — seems to remain the single, most important element in the search for a job. It must be noted that attitude toward work or school, and proper motivation on the part of the learner are essential before the skill component can be fully mastered and demonstrated to a potential employer. The vocational delivery system must be concerned with more and more adult learners in need of a variety of programs to meet their needs for retraining, up-grading, second career opportunities, as well as perhaps even preparation for retirement.

Wirtz — in addressing the issue of liberal and vocational types of education — made the following statement:

The point is rather that the right answer would seem to be in a significantly different prescription of education and training — with a substantial mix of *both* . . . although obviously in varying portions — for *all* young people. As the work pattern continues to change, and as the place of traditional work in life diminishes, the inadequacy of an exclusively liberal arts education is going to become as apparent as the inadequacy of training in some narrow vocational competence.

THE ISSUE — A number of different agencies and organizations deliver vocational education programs to a very wide range of individuals within our country. A variety of educational approaches are used by these organizations to provide vocational training/education to those in need of such services. In view of future projections for our society, including the economy, the basic issue is as follows:

To determine the most suitable methods of delivery of vocational services to those most in need of such assistance. More precisely, what methods of delivery are the most effective from a teaching-learning standpoint? What methods are most effective from a cost-effectiveness standpoint?

NACVE POSITION — The National Advisory Council on Vocational Education recognizes fully the contribution made by many different agencies and organizations to the preparation of a well educated and experienced work force to meet the needs of our country. Closer working relationships with the National Commission for Manpower Policy will serve as a vehicle for keeping both the Council and Commission informed as to what each one is doing. This is surely a step in the right direction.

NACVE recommends the following plan of action:

1. We recommend that the United States Office of

Education (USOE) and National Institute of Education (NIE) plan a series of research projects which are as follows:

a. Given different demographics, what are the most suitable methods of delivery of vocational services to those in need of such assistance?
b. What methods of delivery of vocational services are the most effective from a teaching-learning standpoint?
c. What methods of delivery of vocational services are the most effective from a cost effectiveness standpoint?
d. What are the advantages and disadvantages of a multi-delivery "system?" Since planning is future oriented, how should the State Plan relate to established arrangements that provide similar services?

2. Those responsible for vocational education planning at the National, state, and local levels must give serious attention to delivery programs for adults in need of job retraining and upgrading.
3. We recommend that each State Advisory Council on Vocational Education (SACVE) work closely with the State Manpower Services Council (SMSC) within the state as a means of bringing about communication and coordination.
4. Previous Council studies registered that articulated program planning and implementing could reduce unnecessary duplication. We urge SACVEs to study the degree and quality of articulated programming within and among the jurisdictions of the State Departments of Education and the State Manpower Services Councils.

SEX BIAS IN VOCATIONAL EDUCATION

In the Declaration of Purpose of the Education Amendments of 1976 concerning vocational education we find the following statement (Section 101):

> . . . to develop and carry out such programs of vocational education within each State so as to overcome sex discrimination and sex stereotyping in vocational education programs (including programs of homemaking), and thereby furnish equal educational opportunities in vocational education to persons of both sexes.

This statement should make it very clear to the States that Congress wants corrective action to eliminate sex bias in vocational programs. NACVE has been aware of the problem of sex bias in vocational education and was involved in two studies on the subject. PROJECT BASELINE — which was a project monitored by NACVE — makes direct mention of the problem in the 1975 publication entitled "A Report To The Nation on Vocational Education," (report prepared by Dr. Mary L. Ellis). Another report by Maher entitled, "Exemplary Strategies For Elimination of Sex Bias in Vocational Education Programs," was conducted for NACVE. NACVE is aware of the problem, and many speakers at the National Bicentennial Conference on Vocational Education made mention of it. Some of these comments are worthy of note at this time.

Norwood — in her presentation dealing with the demographic and employment prespective for the future of vocational education — shared such information dealing with the labor force composition. Some of her comments follow.

> Today, about forty-five percent of all wives are working or looking for work in this country. In addition, the number of female-headed households has increased, and many of these family heads are in the labor force. In the United States today, the female commitment to the world of work is the strongest it has been for many decades. Many of these women need training — especially those who have been spending time at home to raise a family, or those who have been in unrewarding careers because of job stereotyping when they first entered the labor force. Career aspirations of women are changing fast. Many more women now realize they can pursue careers in other than routine office work and retail sales. Vocational education can help to equip them for more satisfying and financially rewarding positions.
>
> Available evidence indicates that women have made some important strides in the job market. The growth of women in professional-technical jobs between 1965 and 1975 increased by about two million — more than the increase of males in these jobs. However, the numerical growth of female employment over the 1965-75 period was largest in the traditional clerical and service jobs. Female clerical workers increased by nearly four million, and service workers — except private, household workers — increased by 2.3 million. At the same time, employment of male clerical workers changed very little, and male service workers — excluding private, household workers — increased by only 1.2 million. Significant percentage gains were made by women in craft jobs, but the numbers were small.
>
> The employment of women in the traditionally feminine occupations — many of which are at the low end of the pay scale — becomes even more obvious when we examine the sex breakdown of more detailed occupational classifications. Almost all secretaries are women, 86 percent of all file clerks are women, and women account for 85 percent of all elementary teachers, 97 percent of all nurses, and 81 percent of all librarians.

Norwood continued with a recommendation, which was as follows:

> Programs must be established to provide women with information about training available to them for all occupations. Women need better information about where they may learn non-traditional occupations, and they must be told that they can learn to perform well in jobs previously reserved for men.
>
> Without proper information and guidance, the occupational choices that women have made over the decades are likely to continue.

Gottlieb — writing from a sociological base — made the following points:

> What we can anticipate, I believe, is a growing expectation upon the part of American workers that work opportunities be more plentiful; that work settings be more responsive to the physical, psychological, and health needs of the individual; that barriers be removed so that age, sex, race, and educational credentials are not primary criteria for occupational entrance, or mobility; that work structures and settings be more flexible and more in tune with varying life styles; and that workers be more actively involved in decisions which will affect their performance and needs.
>
> Young women and older women will — in growing numbers — demand access to careers which have traditionally been considered to be the exclusive domain of males. Increasing numbers of women will no longer be content to restrict themselves to part-time work, to work as teachers, social workers, to work which does not offer the same rewards and challenges as those available to men.

Daley alludes to the same problem in her statement:

> A further revelation is that the legislation authorizes federal grants to extend, improve, and where necessary, maintain vocational education programs and authorizes programs of vocational education to *overcome sex discrimination and sex stereotyping.*

This statement is related directly to Section 104, State Administration, Education Amendments of 1976, which indicate that each state shall reserve $50,000 from its funds under Sub-part 2 (State Grants) to provide such full-time personnel as may be necessary to identify and eliminate sex bias and stereotyping in vocational education programs for students and employees, and to make such information available to National and State Advisory Councils, State Commission on the Status of Women, the Commissioner, and the general public.

Davis states, "vocational education schools will have to take a fresh look at the special problems of women." He continued with the following:

> As women train for employment in the non-traditional occupations, courses relevant to the question of adjustment to the world of work will be needed for those forced into the job market for economic reasons. Career women would, of course, probably have the same difficulties as men, even though they have pre-planned their entrance into the labor force.

Many others made mention of the number of women already in the work force — or who will be entering it in the future — and the problems of sex bias in the delivery of vocational education services. (Ginzberg, Kirkpatrick, Gibson, Fiske, Mitau) In addition, the literature on this subject is rather comprehensive, and numerous conferences have already been held dealing with the role of women in the labor force.

NACVE is aware of the issue of sex bias in vocational programs, and its relation to other segments of society. When women are trained in non-traditional, female occupations by vocational schools, the problems of placement and employment still loom large in many cases. The consumation of the marriage between education and work must be a joint effort on the part of placement workers in the schools, and employers within industry and business. Vocational programs are able to prepare large numbers of women for non-traditional, female occupations, but if these graduates are not successful in obtaining employment in their fields of specialization, many unhappy and dissatisfied individuals will emerge. NACVE supports a program of vocational education that assures equal exposure of both sexes to opportunities that exist across all occupational fields. The Council is concerned with the need to eliminate sex bias in vocational education, as well as the larger issue of sex discrimination in all of society.

Two pieces of legislation have brought the issue of discrimination by sex to the attention of the vocational education community. The regulations released in July 1975 for Title IX of the Education Amendments of 1972 have indicated that segregation by sex is illegal. Positive steps must be taken to ensure access to vocational education programs for all students. It is stated in the regulation that "a recipient may be required to undertake additional recruitment efforts for one sex as remedial action."

THE ISSUE — The issue and the mandate of Congress to vocational education and to NACVE is clear. The problem will take time to eliminate, and involves many different segments of society in its solution. The issue is as follows:

To devise a plan of action to overcome sex discrimination and sex stereotyping in vocational education.

NACVE POSITION — The National Advisory Council on Vocational Education commends the initiative of the U.S. Office of Education, particularly the Bureau of Occupational and Adult Education, in establishing the issue of sex-role stereotyping as a major priority. OE-funded research and development and curriculum projects during the last two years have provided the foundation for developing and implementing plans to overcome sex stereotyping in vocational education, in an effort to enable men and women to enter the labor force on the basis of their occupational skills, regardless of sex.

The decision of USOE to again collect enrollment data on the basis of sex will provide much needed information to NACVE and to the State Advisory Councils on Vocational Education as they examine the progress of educational institutions in implementing their plans to overcome sex bias. Additionally, the Council suggests that OE and the State Advisory Councils consider involving representatives of knowledgeable women's organizations and women concerned with the education and employment problems of females, when evaluating and/or planning programs to overcome sex stereotyping.

NACVE will share ideas and recommendations with the Advisory Council on Career Education and the Council on Women's Education in an effort to develop a cooperative approach to eliminating sex stereotyping. The Education Amendments of 1976 place heavy emphasis on the importance of providing equal educational opportunity to all individuals, without differentiation on the basis of sex. **As NACVE evaluates the administration of the Act, particular attention will be paid to the effectiveness of the U.S. Office of Education in providing leadership and insuring that State Plans implement the provisions of those plans regarding the elimination of sex stereotyping. NACVE encourages SACVEs to pay particular attention to this new emphasis in the legislation when preparing their annual evaluation reports.**

GROUPS NEEDING SPECIAL ATTENTION

NACVE, since its very creation by Congress, has demonstrated an interest in many different groups in its attempt to strengthen the national programs of vocational education. Mention of these special concerns should again be made.

1. In its *Second Report* (November 15, 1969), it stated:

   A concern for directing the disadvantaged into the mainstream of vocational and technical education as career preparation, rather than separate programs.

2. In its *Third Report* (July 10, 1970), it was again concerned with the disadvantaged, as well as the dropout. It stated:

   Schools should invest as much in follow-up and counseling for those who drop out as for those who remain in school. School systems need to establish programs for the young people who have had their first employment, and are ready for further education.

   Give priority to programs for the disadvantaged without separating the disadvantaged from the mainstream of education.

3. In its *Special Report* (February 1, 1972), it recognized the special employment problems of the Vietnam Veteran. The Council made four recommendations, including the following:

   . . . that greater emphasis be placed on vocational education, and job training under the GI Bill.

4. In its *Special Report* (December 1973), it recognized the special need for Indian Education. In this report, the Council made seven recommendations, including the following:

   Indian vocational education needs improvement. Secondary level vocational programs must be drastically increased. Basic education must be taught, but it must be much more carefully job-related than in non-Indian schools. Technical training at grades 13 and 14 should be enlarged, their curricula developed in close collaboration with the industries in which these

Indian graduates will be placed. Students should be encouraged to remain in those programs long enough to qualify for supervisory and leadership roles.

5. In its *Report on Urban Education* (December 6, 1975), the Council reported on its series of hearings conducted in five major cities, dealing with the status of vocational education in urban areas. The Council made seventeen recommendations dealing with this subject. Four recommendations concerned the federal level; six concerned the state level; and the remaining seven, the local level. A few of these will be re-stated:

   That Congress enact a special program of crash-funding of vocational education to urban areas without reducing funds to rural and suburban communities. (Federal level recommendation).

   That vocational education be made available to all city students who need it. (State level recommendation)

   That all vestiges of discrimination based on race, sex, and national origin be eliminated from vocational courses, and career guidance, counseling, and placement. (Local level recommendation)

Various papers prepared for the National Bicentennial Conference on Vocational Education have again cited the need of various groups for special attention within education and especially vocational education. Some mentioned were:

- •handicapped
- •disadvantaged
- •minority groups
- •unemployed or underemployed youth
- •Native Americans
- •women

Many of the problems associated with women in vocational education are covered in the section entitled, "Sex Bias in Vocational Education." The following comments from a variety of papers should be noted.

Swanson — relating international issues to our own situation in our cities — made the following point:

Cities are becoming reservoirs of the untrained or the inadequately trained cadres of the poor, and the otherwise disadvantaged. If the affected cities survive, and contain their erosion of resources, the vocational training issue will emerge shortly thereafter to present a common and a relatively new problem whose dimensions are international in scope, as well as national.

Wirtz — in citing recent figures from the Bureau of Labor Statistics — made the point that the unemployment rate among the 16-19 year age group is twenty percent — three times the adult rate, and the highest that it has been in the thirty-five years these records have been kept. He indicates that this is high above the rate of any other comparable country in the world. He stated, "for those in the double jeopardy of being both young and black, the reported rate is now running between 35-40 percent."

Gibson, in discussing minorities and women in vocational education, stated:

We cannot let ourselves become blinded by the past record of racism of such institutions to deny to our youths the acquisition of skills training that will enable them to compete in our futuristic technological job market.

We must not allow out-moded notions about vocational education to be used against us in a Catch-22 fashion to close off access to future jobs in computers and electronics.

As we look to the future it is clear that women and minority groups will need to be positioned so that they can have a voice at the decision making level which has allowed the sophisticated computer science facilities to be built in the suburbs - while the practical nursing programs are placed in the inner city.

Dupree addressed the topic of Native Americans' need for vocational education. He concluded his paper with the following:

In summation — if, (1) the image of vocational education is improved, and our country's educators include career and vocational education equally with academic education,

(2) Native Americans are included in all planning and policy development,

(3) long-range, direct funding to Native American populations becomes a reality,

(4) more Native Americans become vocational education instructors,

(5) alternative vocational education programs are geared to Native American communities,

and (6) Native Americans are given the *choice* of developing their tribal, natural, and human resources,

we vocational educators will be contributing to the "how" of improving Native American vocational education programs.

Norwood — in writing about the need for more counseling for women — expands the concept when she mentions the following:

The situation is even more critical for blacks, Spanish Americans, and other minorities, and in this respect, the challenges in providing guidance and training to them will be even greater. These groups continue to lag behind the white majority in terms of formal education and skills. And, of course, this is reflected in their large concentrations in low-paying, dead-end jobs.

The black population is growing faster than the white, and this is expected to continue into the future. This means that — proportionately — more of the young people reaching working age in the next decade will be black.

Although the Spanish American population is smaller than the black population, the Spanish American group is somewhat younger than the black group . . . With larger numbers of Mexican Americans, Puerto Ricans, and others entering the work force in this country in coming years, the demands on vocational education programs tailored to meet the needs of these workers will undoubtedly increase.

It is clear, then, that the future will bring even greater demands on vocational education programs in meeting the needs of the disadvantaged.

In addition to those papers which have been quoted, mention was made of special groups by the following individuals as well — Daley, Gottlieb, Davis, Mitau, Fiske, and Kirkpatrick.

The presentations at the Bicentennial Conference on Vocational Education have again brought to the attention of the Nation, and the National Advisory Council on Vocational Education, that special groups within the population of our country need special assistance. It appears that progress has been made in a number of special areas of concern, but more still needs to be done to guarantee equality of education to all in need of vocational services.

THE ISSUE — The National Advisory Council on Vocational Education has addressed many of the problems that exist in the delivery of vocational services to certain segments of our population.

The Bicentennial Conference has re-stated the problem in a variety of ways which will be considered by the Council.

The issue is: certain groups of our citizens have special problems which need special help and assistance in the delivery of proper vocational instruction. These groups include — but are not necessarily limited to — the handicapped, Native Americans, minority groups, disadvan-

taged, women, and unemployed and underemployed youth.

NACVE POSITION — **The National Advisory Council recognizes the renewed emphasis placed on the special needs categories in the new Vocational Education Act. Through its Task Forces and other activities, the Council will closely monitor and evaluate the implementation of the new legislation as it relates to those special needs, and will make recommendations for regulatory or legislative changes, as needed, in this and other laws, to help insure that persons with special needs are effectively served.**

INTRODUCTIONS

NATIONAL BICENTENNIAL CONFERENCE ON VOCATIONAL EDUCATION

A distinguished group of individuals has been assembled to introduce the Conference speakers. Introductions will be made as follows:

GENERAL SESSIONS

OCTOBER 11

WILLARD WIRTZ

CHARLES FINDLEY
General Manager
Whirlpool Corporation
St. paul Division
St. Paul, Minnesota

OCTOBER 12

HENRY DAVID

DR. WILLIAM PIERCE
Acting Commissioner
U.S. Office of Education
Washington, D.C.

OCTOBER 13

ELI GINZBERG

WALLY SCOTT
Senior Vice President
Pillsbury Company
Minneapolis, Minnesota

FORUMS

OCTOBER 11

SAR A. LEVITAN

JAMES JENSEN
Vice President, Operations Division
Honeywell, Inc.
Minneapolis, Minnesota

MARC. W. GOLD

MARGO L. THORNLEY
Member, *National Advisory Council on Vocational Education*
Director, *The Wiser Institute*
Seattle, Washington

CAROLYN WARNER

WILLIAM RIDLEY
President, *Special Education Company*
Control Data Corporation
Minneapolis, Minnesota

JAMES J. HAMMOND

RAYMOND PARROTT
Executive Director, *Massachusetts Advisory Council on Vocational Education*
Boston, Massachusetts

JANET L. NORWOOD

CY CARPENTER
President
Minnesota Farmer's Union
St. Paul, Minnesota

EVRON KIRKPATRICK

ROMAN PUCINSKI
Former Chairman
Subcommittee on Elementary, Secondary and Vocational Education
U.S. House of Represeniatives
Member *National Advisory Council on Vocational Education*
Alderman, *City of Chicago*
Chicago, Illinois

GUY H. DOBBS

VINCENT MILLER
Manager, Service Training Center
Whirlpool Corporation
Benton Harbor, Michigan

OCTOBER 12

CAROL GIBSON

REGINALD PETTY
Executive Director, *National Advisory Council on Vocational Education*
Washington, D.C.

GORDON I. SWANSON

ROBERT VAN TRIES
Assistant Commissioner
Division of Vocational-Technical Education
Minnesota State Department of Education
St. Paul, Minnesota

G. THEODORE MITAU

LORIN A. GASTERLAND
President
Minnesota State Board of Education
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WALTER DAVIS

DAN GUSTAFSON
Business Manager, *Minneapolis Building and Construction Trades Council*
Minneapolis, Minnesota

DAVID GOTTLIEB

BEA FORREST
National Vice President and American Affairs Chairperson
Women's American ORT
Chicago, Illinois

CALVIN DUPREE

LARRY KITTO
Chairperson, *Minnesota Advisory Council on Vocational Education*
Coordinator, Vocational Education Programs
Minnesota Chippewa Tribe
Cass Lake, Minnesota

MAURICE B. MITCHELL

PAUL TSCHETTER
Chairperson, *Colorado Advisory Council on Vocational Education*
Denver, Colorado

THELMA T. DALEY

LAWRENCE DAVENPORT
Former Chairman, *National Advisory Council on Vocational Education*
President, Educational Cultural Complex
San Diego Community College District
San Diego, California

OCTOBER 13

SUMMATION AND COMMENTARY

EDWARD B. FISKE

ROBERT ANDERSON
Manpower Project Director
National League of Cities/ U.S. Conference of Mayors
Washington, D.C.